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COLONIAL ANNUAL REPORT

# Basutoland

## 1946



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# ANNUAL REPORT ON BASUTOLAND

FOR THE YEAR

1946

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## PART I

### Chapter I: Review of the Main Events of the Year 1946

Although Basutoland has been remote from the centres of war, the effect of this great struggle for existence has been felt in an acute shortage of supplies of essential foodstuffs and a sharp rise in the cost of living.

The shortage of food in Basutoland has been aggravated by three seasons of poor rainfall and, in consequence of the drought, the yields from crops grown within the Territory have been for the most part far below the average. An unprecedented condition has been created, for in previous years of drought it has been possible to make up the shortage of foodstuffs by importation from the Union and Overseas. Imports from the Union have been restricted owing to shortage in that country, and importation from overseas has also been curtailed owing to the world shortage of food and to the lack of shipping. To conserve existing supplies the export of cereals and legumes from Basutoland was prohibited except under permit.

Much can be achieved, however, by the improvement of agricultural methods within the Territory for the production of more food. The Government has lost no opportunity in stressing the importance of improved methods of cultivation and land management. Basutoland is primarily an agricultural country without industries, and its whole future depends on the productiveness of the soil. With this end in view, work on anti-erosion methods has proceeded particularly in the lowland areas, and this work will be increased in scope by a grant of money under the Colonial Development and Welfare Act. These measures are described more fully in Part II, Chapter VI, of this Report.

Although emphasis has been laid on the importance of agriculture to Basutoland, the year 1946 has been noteworthy for other events, which may be classified as follows :—

(1) *The National Treasury* was established on 1st April by Proclamation 11 of 1946. The purpose of this reform was to hand over to the Native Administration the duty of tax collection and control of a certain proportion of the Revenue and Expenditure.

Secondly, for the sake of efficiency, the Native Courts were reduced in number. The revenue which is received from Court fines is now paid into the National Treasury instead of being taken by the Chiefs as a perquisite of their official office. Under the new system chiefs are now paid a fixed salary, which is based on the proportion of taxpayers in their wards. Presidents and other Court Officials are also paid a fixed salary.

The Native Administration Proclamation of 1938 gave formal recognition to the Paramount Chief and the chieftainship as an integral part of the Government of the Territory by defining their powers and vesting them with legal authority. The Native Courts Proclamation of 1938 extended similar recognition to the Native Courts by defining and extending their jurisdiction. The formation of the National Treasury has completed the threefold functions of Government which are included in the executive, judicial and financial powers by handing over to the Native authority a certain control over the revenue and expenditure of the Territory, a control which will be increased in years to come as the officials of the Treasury become more experienced in financial affairs. The National Treasury is therefore an important step forward for the Basuto Nation in the long road towards ultimate self-government.

There is every indication after nine months of working that the National Treasury is functioning smoothly, which augurs well for its future success.

This reform is of such importance that a fuller description of it is given later in this Report in Appendix II.

(2) *The Revised "Laws of Lerotholi"* was published in 1946. In it existing native law and custom have been codified and brought up to date by a declaration of "Basuto Law and Custom" as recognised by the Native Administration Proclamation No. 61 of 1938; and the rules issued by the Paramount Chief, with the approval of the High Commissioner under the provision of Section 15 of this proclamation, were set out. These include various orders issued by the Paramount Chief under the provisions of Section 8, relating particularly to the reporting of suspected diseases among man and beast, the preservation of anti soil-erosion methods, tree planting, and the disclosure of brands and earmarks of stock.

At the same time Native Court Rules, under the Native Courts Proclamation of 1938, were issued to regulate procedure in the Native Courts.

(3) *Census*. In May of 1946 a census of the total population of Basutoland was taken, the first since 1936. Preliminary figures only are available, as the final checking and tabulation have been undertaken by the Union Census Department owing to the lack of the necessary facilities in Basutoland. Contrary to general expectations, the preliminary figures suggest that there has been a decrease in population in most of the Districts of the Territory. This is probably due mainly to the bad seasons and the consequent falling off in crops, aided by erosion and the decreasing fertility of the soil, which has forced whole families to emigrate to the centres of employment in the urban areas of the Union of South Africa. The population level has reached saturation point in the lowland areas, and until the mountain areas are more fully developed by road communications, and the fertility of the soil is restored in the lowlands, it is doubtful if the country can support from its own resources an increase in population. One of the principal preoccupations of the Livestock and Agricultural Department to-day is, however, the rehabilitation of the lowland areas.

Comparative figures of the 1936 and 1946 census together with other information is included in Chapter I of Part II of this report.

(4) (a) *Demobilisation of the African Pioneer Corps*. All the men who served in the African Pioneer Corps, over 21,000 in number, have been



demobilised, with the exception of a few who are still receiving hospital treatment. Their return to civil life has occurred at a difficult time. It is therefore all the more to their credit that their demobilisation should have been effected without trouble or disturbance. The soldiers of the African Pioneer Corps have benefited greatly by their war experience, and have brought back with them a knowledge of the way of life in other countries, and of agricultural methods, which will stand them in good stead in the cultivation of their lands in Basutoland.

Returned soldiers are being helped in their reinstatement in civil life by a Central Welfare Board, with local boards at each administrative centre, on which the soldiers themselves are represented. A Welfare Officer was first appointed in 1944 to look after the interests of soldiers who were serving at the front. His services are being retained to look after the interests of the returned soldier as well as to undertake "civilian" welfare work throughout the Territory.

Financial assistance is provided where necessary by the Basuto Soldiers' Benefit Fund (established with the funds accruing from the war levy which the Basuto imposed upon themselves) to those returned soldiers who are in need of grants to rehabilitate themselves in civil life. Those who left school in order to join the forces are also given assistance to enable them to complete their courses at the High School in Basutoland and at educational centres which are open to them in the Union. A number of bursaries have been awarded to ex-soldiers to take agricultural courses at Fort Cox and Fort Hare.

(b) *The Pensions Board*, which was set up in 1942 to compensate disabled soldiers and their dependants and to pay pensions to the relatives of those soldiers who were killed in action or who died on active service, continued its work during 1946 under the chairmanship of Col. H. R. Crosthwaite, C.I.E., C.B.E., who retired in August. His place was taken by the Welfare Officer. Up to the end of 1946 pensions and gratuities totalling 2,618 were awarded.

(c) *Recruiting for the High Commission Territories Corps*. It was decided to reopen recruiting in August for Basuto who wished to serve in the Middle East for garrison and guard duties, in a new unit to be known as the "High Commission Territories Corps". The benefits of the African Pioneer Corps Pensions Board and the Welfare Boards have been extended to the new recruits. An enrolment of 2,270 men, of whom many were returned soldiers, was obtained in the short period of recruitment. Had the period been made longer the response would undoubtedly have been greater. The period of the contract of service is for two and a half years. These men are receiving first-class training under officers and N.C.O.s of the British Army, and reports received of their conduct and efficiency are gratifying.

(d) *Contingent of Basuto at the Victory Parade*. Under the leadership of R.S.M. (Chief) Theko Makhaola, M.B.E., a small Basutoland contingent consisting of twenty-nine N.C.O.s and men representing all the Districts of the Territory attended the great Victory Parade in London last June. It was a fitting tribute to the service of the Basuto during the war years that this contingent should have been selected to attend this celebration.

(5) *The Financial Position of the Territory*. The accumulated surplus



at 31st March, 1946, was £518,378. In the financial year ended on 31st March, 1946, the surplus of revenue over expenditure was £51,700, expenditure amounting to £672,234 and revenue to £723,934. For the current financial year the estimated revenue is £672,000 and the estimated expenditure was £786,500, thus creating a deficit of £114,500. This deficit was to have been met from accumulated surplus funds, but owing mainly to improved shipping facilities and the fulfilment of trade orders from overseas, Customs revenue is much higher than originally estimated, and it is now anticipated that there will be a surplus on the year's working. The accumulated surplus at 31st March, 1947, is now expected to be £530,000.

Further details of the Territory's financial position will be found in Part II, Chapter III, and in Appendix I of this Report.

(6) *Development Plans.* A generous gift of £830,000 has been made available by the Government of the United Kingdom under the provisions of the Colonial Development and Welfare Act, 1945. This sum will be expended over the ten-year period beginning on 1st April, 1946, and is to be used for purposes of development. The development plans are fully outlined in Chapter II of Part I.

Out of the £830,000 it is planned to spend about one-third on anti-erosion measures, one-third on public works, and the remainder on social services. It is considered that to conserve the soil of the country and to increase its productivity is the first essential. Secondly, better communications are needed, also bridges, buildings, water and light services to maintain the economy of the country. This side of development has been given precedence over the amount allocated to social services, for expenditure on social services entails heavy maintenance charges which have to be met from revenue. It is appreciated that this gift, with similar gifts to other Colonies, must mean a tremendous sacrifice on the part of the people of the United Kingdom, who are facing heavy debts accumulated during the war. It is therefore all the more important that this money should be wisely spent and that the Basuto should assist the Government to the full in carrying out the plans which have been formulated. It is in the improvement of agriculture that the nation can render the most assistance.

(7) *Basutoland and District Councils.* As a result of various important resolutions passed in 1943 by the Basutoland Council (whose composition is described in detail in Chapter III, Part III of this Report) a change in the composition of the Council was effected; a Standing Committee empowered to take decisions when the Council was not in session was established, as were also District Councils. The District Councils were found to be unwieldy, and in 1946 the system of electing representatives to these Councils was revised, and the numbers were greatly reduced.

(8) *The Home Industries Organisation.* On 1st April, 1946, the Basutoland Home Industries Organisation took over the spinning-centres established during the war by the Gifts and Comforts Fund. A training-centre was established in Maseru and eight instructors were trained. The Basutoland Council voted £50,000 from the War Levy to establish home industries in the districts over a period of ten years.

Instruction centres are being built at Leribe, Teyateyaneng, Mafeteng, Quthing and Qacha's Nek; and the District Commissioner at Mohale's



Hoek has repaired an old school which is used as a centre, and dyeing and scouring rooms are being added.

The instructors took over the centres on 1st October, and at all the centres large numbers of Basuto are being trained to establish village spinning and weaving units. There are over forty-five village units now established, and it is hoped to start a Home Industries Unit in every village.

Almost £300 worth of rugs, mats and tweeds were sold from 1st April to 31st October at the Maseru Centre alone.

The Government is taking steps to obtain a trade mark for these goods, and it is proposed to use the Basuto national emblem, the crocodile (koena), like that depicted on the Basutoland postage stamps.

This project is of the utmost value to the Basuto, as it is hoped by this means to start an industry in the Territory which will grow in value year by year and give remunerative and pleasant employment to hundreds of people in their own country. It is hoped in time to develop leather-work, basket-making and even the manufacture of pottery.

(9) *The Education Commission Report.* The Report of the Education Commission under the chairmanship of Sir Fred Clarke, which heard evidence throughout the Territory in April, 1945, was published during the course of the year under review. This Report has been widely distributed. Owing to lack of funds, it will not be possible to implement all the proposals contained in the Report, as development must necessarily be restricted to the money available and must be considered in relation to the other services of Government. In addition to the sum made available under the Colonial Development and Welfare Act, no less than 22 per cent. of the total revenue of Basutoland is devoted to education. The Report has shown how best to improve education in Basutoland, and with the assistance and co-operation of the Missions and teachers it is felt that a sound and progressive educational system will be established. Further reference is made to the Commission's Report in Chapter VII (1) of Part II.

(10) *Increase in Tax.* As a result of the many development plans to which this Territory is committed, the Standing Committee of the Basutoland Council recommended that the basic tax of 28s. should be raised to 34s. to find the additional revenue required. In the absence of any alternative suggestions by Council, the proposal was accepted by the Resident Commissioner and the Paramount Chief, and it received the approval of the High Commissioner. The new rate came into force on 1st April, 1946. It was also accepted that certain sections of the community, such as Chiefs and those in receipt of a salary in excess of £5 per month and certain licence-holders, should pay a tax of 40s. This is regarded as a temporary measure rendered necessary in order to increase revenue needed for development. It is, however, realised that taxation should bear some relation to income, and it is hoped to introduce as soon as practicable a more equitable form of taxation based on income. With this end in view, at its 1946 session the Council elected a committee to go into this question and to formulate proposals. These will be circulated and discussed by District Councils and later by the Basutoland Council.

(11) *Resident Commissioner.* In June, 1946, the Resident Commissioner, Sir Charles Arden Clarke, C.M.G., was transferred on promotion to Sarawak as that country's first Governor and Commander-in-Chief,

and his place was taken by Mr. A. D. Forsyth Thompson, C.M.G., C.B.E., who assumed office in November. He had been Resident Commissioner of the Bechuanaland Protectorate for four years before his transfer to Basutoland.

(12) *Royal Visit.* Basutoland has been honoured by the announcement of the visit of Their Majesties the King and Queen accompanied by the Royal Princesses on 11th and 12th March, 1947. This is the first occasion on which the reigning sovereign has visited Basutoland, and it is a happy coincidence that this memorable event will coincide with Moshesh's Day on 12th March, which is commemorated each year as a public holiday in memory of the day when Basutoland was handed over to the British Crown by Chief Moshesh, the founder of the Basuto nation.

Preparations have already begun to ensure that this historic occasion will be fittingly observed.

## Chapter II: Development Plans

The purpose of this chapter is to outline the various plans which have been formulated for spending on development the money that has been allocated to Basutoland under the Colonial Development and Welfare Act for the ten-year period from 1st April, 1946, to 31st March, 1956.

The reduction in the amount of financial aid from £2,500,000, which it was estimated the Territory required, to £830,000 has necessitated the drastic curtailment of the original plan.

Capital expenditure on the social services leads to an immediate and substantial increase in recurrent expenditure, proportionately much greater than in the case of similar expenditure on economic development. The financial benefits to be derived therefrom also are much longer delayed. As Basutoland cannot find the revenue to maintain improved social services without the concurrent or prior development of its economic resources, it is inevitable that, in assessing the relative priority of the various schemes, economic development must come first during the next period of ten years. Schemes already undertaken, for which financial assistance was granted before the 1st April, 1946, will, after any necessary modifications, be completed.

Having regard to these considerations, it is proposed to allocate the £830,000 available as follows:—

- (a) £282,000 to agriculture, or, more specifically, to anti-erosion measures.
- (b) £333,625 to public works—*i.e.*, road communications, water and electricity supplies and public buildings, and
- (c) £214,375 to the medical, health and education services.

A schedule is appended, setting out the various schemes and the annual expenditure which it is expected will be incurred under each during the ten-year period.

### (A) AGRICULTURE

From what has already been written, the paramount importance to the economic life of the country of checking erosion and conserving the soil



is clear. The original estimates of the cost of saving the remaining areas in the lowlands and in the mountains, which have not yet been protected, have been modified, and it is anticipated that this can be achieved within the period of ten years at a cost of £282,000.

*Scheme 603 A.—Anti Soil-Erosion Measures.*

This scheme has been approved in principle by the Secretary of State, and the first year's expenditure of £32,000 has also been approved. During the year 1946 the progress made was as follows:—

Length of terrace banks completed . . . . .	2,044,647 yards
Area reclaimed by terracing . . . . .	18,488 acres
Area controlled by buffer strips in mountains . . . . .	49,598 acres
Length of buffer strips in mountains . . . . .	17,130,033 yards
Length of training banks in mountains . . . . .	184,380 yards
Approximate area protected in mountains . . . . .	5,910 acres
Area fenced . . . . .	21.6 acres
Number of dams constructed . . . . .	16
Capacity of dams constructed . . . . .	33,071,700 gallons

The period has been a very trying and difficult one—long periods of drought followed by exceptionally heavy storms towards the end of 1945. These storms in December and January did considerable damage to training banks and contours, but fortunately no major dams were washed away. From March to September very little rain fell, and conditions became very dry. This put a heavy strain on the old equipment and plant, and two tractors and three graders were out of commission most of the year. The arrival of one new D 4 tractor and a small Husky grader towards the middle of the year enabled the work to be speeded up slightly, 6,200 acres being terraced during the last quarter as against approximately 4,000 acres for each of the first three quarters.

The laying out of buffer strips in the mountain areas was greatly speeded up, 49,600 acres being completed as against 24,600 acres in 1944 and 38,600 acres in 1945.

A start was made in the mountain district of Mokhotlong under a new scheme of subsidising the chiefs and people who made their own training banks. The scheme proved popular, and 33,240 yards of bank costing £321 3s. were constructed to the end of September. This works out at 19s. 9d. per 100 yards, as against £2 10s. per 100 yards when utilising gangs employed by the Department.

Only sixteen dams were constructed during the year as against thirty last year. This was partly due to the dry conditions prevailing. One new bull-dozer arrived just too late for the dam-constructing season, which is usually April to June.

## (B) PUBLIC WORKS

### *Roads.*

Next in importance to anti-erosion measures is the development of road communications, particularly in the mountain areas. Under the reduced grant it has been recommended that construction should be confined to a single main route, the survey of which has been completed, running for a distance of between 90 and 100 miles from west to east from

Theko's to Ntaote's. The point of entry into the mountains will connect the highland area with a railhead at Maseru, and will bring some of the most populous (and consequently most badly eroded) areas in direct contact with the lowlands. The scheme was originally estimated to cost £175,000, but it is now estimated that the cost may be £11,000 higher owing to the increase in the cost of plant.

The advantages which this mountain road would provide are obvious, not only in connection with the economic development of the highlands, but also in the increased administrative control which would then be possible, and the supervision of agricultural methods among the people of the mountain area. It is the intention of the Government to proclaim a strip on either side of this road as an Agricultural Improvement Area, and to make the acceptance of this by the Basutoland National Council a condition of the construction of the road.

The sum allocated for the construction of bridle-paths, the improvement of river-crossings and of existing lowland motor-roads has been reduced to £35,000, and will be devoted to the most essential needs. It is proposed to construct a bridge across the Orange River at an estimated cost of £15,000 in the near future.

#### *Construction of Bridle-Paths.*

In 1946, 35 miles of new bridle-path was constructed in difficult country and two boat crossings were established on bridle-path routes.

#### *Improvement of Main Roads.*

The low-level bridge across the Silver Spruit at Quthing was completed. Surveys of low-level bridge sites were made on the main road between Teyateyaneng and Butha Buthe.

#### *Scheme D. 684. Maseru Water Supply.*

This scheme has been approved at a cost of £49,500.

Tender documents and plans for pipes, specials, valves and fittings have been prepared and tenders called for in the public Press.

#### *Maseru Electric Light.*

A scheme is under preparation for the provision of adequate lighting facilities for Maseru. The existing plant is owned by a private company whose contract expires in March, 1948, and is not likely to be extended.

#### *Scheme D. 692. District Water Supplies.*

The first instalment of this plan, costing £5,440, has been approved, and under this scheme the water supplies at Butha Buthe, Teyateyaneng and Quthing will be improved.

#### *Buildings.*

Owing to lack of funds, no scheme under the Colonial Development and Welfare Act has been prepared for the construction of offices, staff quarters and other public buildings which are urgently required. Building financed from revenue is, however, steadily if slowly going on, and much work was accomplished during the year, particularly in the construction of native staff quarters at District centres.



## (C) SOCIAL SERVICES

As the economic developments outlined above must take precedence, the schemes for the development of the medical, health and education services have had to be drastically curtailed. In place of the £830,000 plus £300,000 to assist in meeting recurrent costs, a total of £1,130,000, which it was estimated would be required for social services, the total allocation for the completion of existing schemes and for further development has had to be reduced by approximately four-fifths to £214,375.

*Medical and Health.*

A free grant (Scheme D. 525) under the Colonial Development and Welfare Act was obtained in 1945 to cover the first two years' expenditure on the training of African students as Medical Officers. The full scheme to provide better health facilities in the Territory called for the training of African students, of whom five are now in training at the Witwatersrand University. A sum of £3,375 is required to complete the training of these five, and it is not proposed at present to train any more, as it will not at present be possible to provide posts for them. It is anticipated that one student will qualify at the end of 1946. The proposal to build a new central hospital and training-centre at Maseru is still under consideration, but this will have to be financed from local funds. The details of other developments, which can most usefully be carried out over a ten-year period with financial assistance limited to £105,000, are now receiving attention.

*Scheme D. 257. Training of African Health Assistants and African Nurses.*

The Health Assistants who were in training at the Witwatersrand Hospital are now being trained at the Discharged Soldiers' Hospital in Maseru, and are paid from revenue. No candidates have been obtained as yet for training as nurses.

*Education.*

Now that the Report of the Education Commission has been published, plans are being drawn up to implement the various recommendations of the Commission, which were estimated to involve a free grant of £324,000. Since financial assistance has been curtailed to £93,000, these plans will have to be limited in extent. An additional £13,000 is required to complete Scheme D. 400 for the expansion of the Lerotholi Technical School and the Basutoland High School.

*Scheme D. 400. Extensions Lerotholi Technical School.*

A start was made with this scheme in October, 1944. As all the buildings are to be of stone, the first necessity was to get the quarry working at full pressure. For some time progress was hindered by the shortage of stone-dressers, but gradually the labour force was built up until, by the end of September, 1946, so many thousands of feet of stone had been prepared that it was found possible to pay off many of the stone-dressers.

The first building to be undertaken was the masons' shed, which was completed by April, 1945. Building timber and corrugated iron were difficult to obtain, but enough South African timber was found for the

roof, and asbestos-cement sheets were substituted for iron with very satisfactory results.

At this time cement was in very short supply, and it was deemed advisable to proceed with another small building. There was the additional advantage that this gave practice to the builders before starting on the hostel, the most ambitious building in the programme. Accordingly, quarters for the African Boarding Master were next erected, and were completed in all essentials by the end of the year. South African timber and asbestos-cement roofing were again employed.

By June, 1945, a quota of cement had been obtained and a start was made with the foundations for the hostel. It was soon clear, from the magnitude of this work, that extra labour would have to be engaged and mechanical means provided for crushing stone and mixing concrete. Suitable plant was found, and by the beginning of November the foundations were complete. An immediate start was made with building, which, subject to demands made by other work, has been going on ever since. Part of this very large double-storey building is now approaching first-floor height. While this work was in progress, continuous efforts were made to lay in stocks of materials, and the school was fortunate in obtaining all the girders, steel windows, corrugated iron and some of the timber necessary for this building.

It has been realised from the outset that to undertake so large a programme without supplementing the existing system of ox transport would be impossible. Motor vehicles, however, were very scarce, and it was not until December, 1945, that the school secured a truck and in August, 1946, a light tractor which had been on order for almost a year.

Higher wages and cost-of-living allowances had caused a steep increase in the price of stone, and it was thought advisable to obtain pneumatic quarrying plant for the cheaper and quicker production of stone. Nearly twenty months elapsed before this plant arrived and was put into operation.

Part of the labour force was diverted from the hostel to make a start on the first of the new European staff quarters, and other men were taken off to complete smaller aspects of the scheme—*e.g.*, extensions to the Leather and Carpentry Departments.

Considering that the school is itself undertaking the whole programme, while endeavouring to maintain other essential services, and allowing also for the various supply difficulties, the progress of the work has been satisfactory. In the beginning no date for completion could be fixed and subsequent estimates have had to be extended; but under present conditions this is inevitable.

### *High School.*

The completion during the financial year 1944-45 of the second boys' hostel made it possible to increase the number of boarders in the school to approximately 170 (120 boys and fifty girls), and thus to accept boarders only and eliminate day scholars living, generally in unsatisfactory conditions, in Maseru village. That the actual present enrolment is only 153 (102 boys and fifty-one girls) is due to the fact that twenty-five vacancies were reserved for ex-soldiers, but only eight qualified candidates applied. It is expected that the school will be full in January, 1947.

Though the number of students has not increased since 1944, the



DEVELOPMENT SCHEMES FOR PERIOD 1ST APRIL, 1946, TO 31ST MARCH, 1956, WITH ASSISTANCE  
UNDER COLONIAL DEVELOPMENT AND WELFARE ACT LIMITED TO £830,000.

<i>Description of Scheme</i>	1946- 47 £	1947- 48 £	1948- 49 £	1949- 50 £	1950- 51 £	1951- 52 £	1952- 53 £	1953- 54 £	1954- 55 £	1955- 56 £	<i>Total</i> £
A. AGRICULTURE											
1. Anti soil-erosion measures .	32,000	35,000	30,000	30,000	30,000	30,000	30,000	25,000	20,000	20,000	282,000
B. PUBLIC WORKS.											
2. Mountain Motor Road .	—	—	29,000	35,000	30,000	27,000	27,000	27,000	—	—	175,000
3. Road Improvements .	—	—	—	5,000	5,000	5,000	5,000	5,000	5,000	5,000	35,000
4. Orange River Bridge .	—	—	—	—	—	—	—	—	9,000	6,000	15,000
5. Buildings:—											
(a) Post Offices .	—	—	—	—	5,000	5,000	—	—	—	—	10,000
(b) New Administrative Centre .	—	—	—	—	—	3,000	8,000	5,000	—	—	16,000
6. Water and Electricity Supplies, Maseru .	25,000	32,000	13,000	—	—	—	—	—	—	—	70,000
7. District Water Supplies .	5,000	5,000	2,625	—	—	—	—	—	—	—	12,625
C. SOCIAL SERVICES.											
8. Medical and Health .	—	3,000	3,000	4,000	5,000	6,000	6,000	12,000	34,000	32,000	105,000
9. Training of African Medical Officers .	1,125	900	675	450	225	—	—	—	—	—	3,375
10. Education .	7,000	7,000	7,000	7,000	7,000	7,000	7,000	9,000	15,000	20,000	93,000
11. Extension to Technical and High Schools .	13,000	—	—	—	—	—	—	—	—	—	13,000
Total .	£83,125	£82,900	£85,300	£81,450	£82,225	£83,000	£83,000	£83,000	£83,000	£83,000	£830,000

N.B.—The figures given above are provisional and are subject to alteration.

employment of extra staff, made possible by the payment of four teachers' salaries from the Fund for the two years 1945-47, has met the following needs :—

- (1) The provision of domestic science teaching for the girls throughout the school.
- (2) The sub-division of two classes which had become unduly large.

It was further hoped, by the addition of more graduate teachers, to make better and more specialised provision for the increasing number of matriculation candidates, but there has unfortunately been a shortage of applicants of the desired quality for these posts—no doubt mainly owing to the salaries offered being lower than those in the Union.

#### (D) ASSISTANCE TO MEET RECURRENT COSTS

As the improvements planned for the social services have been so curtailed, it is no longer considered necessary to make any large allocation of funds to assist in meeting the increase in recurrent costs due to development works, and such increase can, it is anticipated, be met from revenue.

#### (E) OTHER SCHEMES

Plans for the development of Co-operative Societies, the erection of community halls and the establishment of spinning and weaving as a home industry were originally intended to be financed from the Colonial Development and Welfare Fund. These schemes cannot now be included in the restricted amount which is available. They will, however, be continued to the extent to which they can be financed from the Territory's own resources.



## PART II

### Chapter I : Population

A Census of all races was held in May, 1946, of which the preliminary figures are now available. The final tabulation of Census statistics is being undertaken by the Union Department of Census, but will not be available until next year.

The preliminary figures for the population of Basutoland are divided thus, (a) Basuto, (b) Europeans, (c) Coloureds, (d) Asiatics.

Comparative figures with the 1936 Census are given in the fourth column.

#### (A) BASUTO IN THE TERRITORY

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	1936	<i>Difference</i>
Butha Buthe .	14,929	20,350	35,279	34,869	+ 410
Leribe .	42,399	55,870	98,269	97,376	+ 893
Teyateyaneng .	24,984	32,569	57,553	55,522	+2,031
Maseru .	43,369	57,985	101,354	108,237	—6,883
Mafeteng .	30,505	38,031	68,536	70,864	—2,328
Mohale's Hoek .	28,806	37,126	65,932	65,309	+ 623
Quthing .	19,865	25,714	45,579	44,552	+1,027
Qacha's Nek .	19,639	24,921	44,560	46,132	—1,572
Mokhotlong .	16,424	20,341	36,765	36,412	+ 353
Total .	240,920	312,907	553,827	559,273	—5,446

#### (B) EUROPEANS IN THE TERRITORY

Butha Buthe .	14	17	31	50	— 19
Leribe .	77	94	171	154	+ 17
Teyateyaneng .	60	48	108	94	+ 14
Maseru .	364	360	724	583	+141
Mafeteng .	111	111	222	189	+ 33
Mohale's Hoek .	86	100	186	150	+ 36
Quthing .	56	46	102	106	— 4
Qacha's Nek .	53	46	99	82	+ 17
Mokhotlong .	21	14	35	26	+ 9
Total .	842	836	1,678	1,434	+244

## (C) COLOURED

<i>District</i>	<i>Males</i>	<i>Females</i>	<i>Persons</i>	<i>1936</i>	<i>Difference</i>
Butha Buthe .	5	4	9	—	—
Leribe .	38	40	78	—	—
Teyateyaneng .	41	27	68	—	—
Maseru .	87	92	179	—	—
Mafeteng .	53	51	104	—	—
Mohale's Hoek .	17	28	45	—	—
Quthing .	17	18	35	—	—
Qacha's Nek .	13	13	26	—	—
Mokhotlong .	1	—	1	—	—
<b>Total .</b>	<b>272</b>	<b>273</b>	<b>545</b>	<b>1,263</b>	<b>—718</b>

## (D) ASIATICS

Butha Buthe .	89	65	154	—	—
Leribe .	63	63	126	—	—
Teyateyaneng .	14	4	18	—	—
Maseru .	10	5	15	—	—
Mafeteng .	6	2	8	—	—
Mohale's Hoek .	3	—	3	—	—
Quthing .	—	—	—	—	—
Qacha's Nek .	8	8	16	—	—
Mokhotlong .	—	—	—	—	—
<b>Total .</b>	<b>193</b>	<b>147</b>	<b>340</b>	<b>341</b>	<b>— 1</b>

The final figures may differ from the statistics shown above to a certain extent, but there seems no doubt that there has been a drop in the Native population living in the Territory. It is generally agreed that this fall is not due to faulty enumeration, but to certain economic factors such as land scarcity, soil poverty and a succession of bad harvests which has inevitably resulted in a large exodus to the industrial centres of the Union, where many have probably become permanently resident. It remains to be seen if this population trend will be permanent. Of the three districts most affected, Maseru and Mafeteng, besides being the biggest sources of labour for the mines, are also from an agricultural point of view the most poverty-stricken, while a steady drift has been taking place from Qacha's Nek to the Transkei for some time past.

It appears that many Basuto are gradually discarding their feudal mode of life, and that education and the lure of urban amenities and opportunity make it inevitable that they should be drawn to the Union.

## Chapter II: Occupations and Labour

Basutoland is a pastoral country without factories or industrial undertakings. There are no Trade Unions, although legislation governing such exists. Since the produce of the land cannot support the total popula-



tion, many able-bodied Basuto leave the Territory to take up or seek employment in the Union of South Africa. The following table shows the number of passes issued in 1938 and in 1946. Figures for the intervening war years do not reflect the true position owing to recruiting for the Union forces and the African Pioneer Corps.

<i>Mines</i>	1938	1946
Gold . . . . .	47,029	23,578
Coal . . . . .	2,546	3,007
Diamonds . . . . .	30	148
Manganese . . . . .	—	—
Other Mines . . . . .	628	259
<b>Total . . . . .</b>	<b>50,233</b>	<b>26,992</b>
<i>Agricultural . . . . .</i>	<i>3,872</i>	<i>1,983</i>
<i>Miscellaneous Labour . . . . .</i>	<i>13,859</i>	<i>13,497</i>
<b>Total . . . . .</b>	<b>67,964</b>	<b>42,472</b>

The gold-mines of the Witwatersrand continue to affect to a substantial degree the economic position of the Territory, employing annually large numbers of Basuto. At the close of the year 1946, 35,136 Basuto were employed in these mines, as compared with 47,470 in 1938. The difference between the number of passes issued and the workers employed on the mines is largely accounted for by the numbers who remained on at the mines from previous years.

A comparison of the figures for the years 1938 and 1946 shows that in the latter year there has been a sharp drop in the number of passes issued to mine labourers proceeding to the gold-mines, and this is undoubtedly due to the fact that there is at present more money in Basutoland, particularly among ex-soldiers whose deferred pay has been invested for them in the Post Office Savings Bank, and they have not yet been forced by financial circumstances to recruit themselves for mine labour.

The drop of some 12,000 Basuto employed in the gold-mines as disclosed by the 1946 figures (as compared with those for 1938) is accounted for by the diversion of labour to other secondary industries, which are rapidly developing in the Union, such as the steel industry at Vereeniging.

As indicated above, it is evident that many Basuto are staying on the Reef after the completion of their contracts, instead of returning home, finding casual employment and helping to cause overcrowding in the Johannesburg locations.

Many of the Basuto on the Witwatersrand remit money to their families in Basutoland through the Native Recruiting Corporation, Limited, and the Native Deposit and Remittance Agency, and a large percentage of the natives recruited for the mines defer a portion of their earnings for payment to them on their return to Basutoland. Many of them also make remittances through the post, and it is estimated that an amount at least equal to the amount remitted through other channels is remitted in this way, though statistics cannot be obtained. During the year £157,050 was remitted by the Basuto to their families through the Native Recruiting Corporation, and £133,473 was paid out as deferred wages, whilst a sum

of over £21,370 was paid out through the Native Deposit and Remittance Agency and through other channels.

Nearly all Basuto who work in the Union do so under contracts for periods of several months. Most then return home, sometimes permanently, sometimes for only a month or so ; but many stay on the mines.

During the year 1932 an office was opened temporarily in Johannesburg for collecting tax from Basutoland natives employed on the Witwatersrand. At the beginning of 1933 the agency was reopened, and it has been maintained ever since. The agency at first dealt only with the collection of revenue, but it soon began dealing with the domestic affairs of the Basuto on the Witwatersrand, encouraging them to save money, giving them home news, counteracting as far as possible the temptations of their environment, repatriating those who are indigent, and, generally, giving advice and assistance to them whenever required.

The Bechuanaland Protectorate and Swaziland now share in the agency, which thus deals with natives from all three High Commission Territories, both in regard to the collection of taxes and in general welfare work.

The amount of Basutoland tax collected at the agency was £38,634 in the year 1937-38, and £74,101 in the year 1946.

The Government protects labourers by stopping recruitment for any mine or other concern where the conditions of work are not good. All labourers recruited by agents in Basutoland for work outside the Territory have to be attested before a European official, and the contract must be according to Government regulations.

In the Territory itself there is no great demand for industrial labour. A small number of natives find employment with transport concerns and as shop and warehouse assistants, and there is always a certain demand by Government for labourers on road-making and anti soil-erosion work and the like. Otherwise each man works on his own or his family's lands.

#### LABOUR LEGISLATION

Proclamation No. 37 of 1936 enables the High Commissioner to regulate the level of wages paid to natives in any occupation or in any area within the territory. A minimum wage-level may be prescribed by Notice in the *Official Gazette*.

Proclamation No. 71 of 1937 regulates the conditions of employment of women, young persons and children in industrial undertakings, and prohibits the employment of any person under the age of twelve years in any such undertaking, whether public or private, unless it shall be owned by that child's parents.

Proclamation No. 5 of 1942 amended and consolidated the law relating to the recruitment and contracts of the employment of Basuto for work in the Union of South Africa.

There was no labour legislation in 1946.

#### WORKMEN'S COMPENSATION

No specific legislation exists in Basutoland at present, cases being dealt with under the common law. Thus an injured employee can recover damages from his employer by civil action. The question of introducing legislation in this Territory is under consideration.



## WAGES AND COST OF LIVING

Owing to war conditions and the scarcity of consumer goods throughout the world there has been a sharp rise in the cost of living in Basutoland. To compensate for this it has been the policy of the Government to pay cost-of-living allowances to all employees, both European and African, which is calculated on a basis of 34 per cent. above the 1938 cost-of-living index. Unmarried employees receive less.

## TRADE UNIONS

It was a necessary condition for obtaining assistance from the Colonial Development Fund that facilities should be provided for the establishment and activities of Trade Unions. There had previously been no need for such legislation in Basutoland owing to the total lack of industries.

Proclamation No. 17 of 1942, entitled the Basutoland Trade Unions and Trade Disputes Proclamation, has provided for the registration and regulation of Trade Unions in Basutoland and for the orderly settlement of trade disputes.

By the end of 1946 no Trade Unions had been registered in Basutoland.

## Chapter III: Public Finance and Taxation

The following is a comparative statement of revenue and expenditure for the last five years:—

<i>Head</i>	REVENUE				
	1941-42 £	1942-43 £	1943-44 £	1944-45 £	1945-46 £
Native Tax . . .	185,740	181,519	188,677	194,246	198,528
Customs and Excise . .	175,387	141,004	153,992	176,715	214,521
Posts and Telegraphs . .	18,903	20,939	29,045	28,353	56,816
Licences . . . . .	11,226	10,521	10,817	11,333	12,042
Fees of Court or Office . .	1,781	2,723	3,521	3,438	4,419
Judicial Fines . . . .	782	968	1,114	1,464	1,455
Income Tax . . . . .	17,104	26,059	25,941	30,247	49,408
Personal and Savings Fund Levy . . . . .	—	1,512	2,368	3,225	4,210
Excess Profits Duty . . .	—	23,075	53,490	66,980	73,502
Trade Profits Special Levy . . . . .	—	—	1,945	1,018	3,068
Poll Tax . . . . .	1,254	1,843	1,855	1,854	1,886
Fees for Services Rendered . . . . .	1,719	1,654	2,019	13,426	12,360
Interest . . . . .	3,090	3,915	3,332	4,943	3,999
Wool and Mohair Ex- port Duty . . . . .	10,958	17,797	20,714	22,589	23,494
Miscellaneous . . . . .	13,601	14,069	25,969	7,672	13,052
Education Levy . . . .	21,789	21,338	22,193	22,871	23,382
New Car Sales Tax . . .	13	—	—	—	—
	463,347	468,936	546,992	590,374	696,142
Colonial Development Fund . . . . .	—	—	—	5,374	27,792
Total . . . . .	£463,347	£468,936	£546,992	£595,748	£723,934

## EXPENDITURE

<i>Head</i>	1941-42 £	1942-43 £	1943-44 £	1944-45 £	1945-46 £
Resident Commissioner	15,149	16,447	18,882	22,574	25,962
District Administration	27,742	29,179	33,103	43,235	48,223
Police and Prisons .	44,023	43,253	50,518	59,940	68,148
Posts and Telegraphs .	13,430	13,853	16,709	19,736	21,268
Judicial and Legal Department .	2,794	3,567	3,359	6,047	9,008
Public Works Department . . .	4,952	5,164	6,041	7,442	10,883
Public Works Recurrent	26,642	28,958	36,714	52,368	54,806
Public Works Extraordinary . . .	17,682	18,115	11,985	25,951	84,270
Medical . . . . .	36,041	38,369	40,958	58,935	59,361
Education . . . . .	73,923	72,831	76,122	89,196	130,679
Agricultural and Veterinary Services . . {	11,712	18,060	25,506	74,405	78,022
Allowances to Chiefs and Headmen . .	16,449	15,301	15,654		
Basutoland and District Councils . . . . .	12,574	13,179	10,844	12,135	11,583
Leper Settlement . . . . .	1,711	2,021	2,016	2,961	5,631
Pensions and Gratuities	20,764	21,611	21,776	26,813	28,037
Miscellaneous . . . . .	19,733	18,025	20,915	23,974	22,689
Afforestation . . . . .	9,254	11,167	9,050	12,930	13,664
Anti Soil - Erosion Measures . . . . .	—	—	1,702	—	—
Re-payment of Colonial Development Fund Loan . . . . .	17,635	16,890	18,094 *	—	—
	48,695	—	—	—	—
Total Expenditure	<u>£420,905</u>	<u>£385,990</u>	<u>£419,948</u>	<u>£538,642</u>	<u>£672,234</u>

\* Now included under Agricultural and Veterinary Services.

## LIABILITIES AND ASSETS

The surplus balance at the 31st March, 1946, amounted to £518,378.

The detailed statement of Assets and Liabilities at 31st March, 1946, is as follows:—

LIABILITIES				ASSETS			
<i>Deposits</i>	£	s.	d.	<i>Cash</i>	£	s.	d.
Chamber of Mines .	91	16	4	With Bank and Sub-			
Bechuanaland and Swaziland Tax Account . . . . .	1,682	1	0	Accounts . . . . .	142,182	13	0
South African Railways Account . . . . .	1,054	17	11	With Crown Agents In Joint Colonial Fund . . . . .	198,000	0	0
Stores Imprest . . . . .	8,485	0	0	<i>Imprest Account</i> . . . . .	5	0	0
Miscellaneous . . . . .	31,552	16	0	<i>Investments</i> :			
<i>Special Funds</i>				British Government Loan . . . . .	130,000	0	0
Basutoland Wool and Mohair Fund . . . . .	22,409	14	4	<i>Union Stock</i> . . . . .	25,293	19	3
Guardians Fund . . . . .	2,377	15	4	<i>Advances</i> :			
Savings Fund . . . . .	6,822	9	5	Miscellaneous . . . . .	77,757	18	2
Basutoland War Levy Fund . . . . .	86,757	1	5	A.P.C. Pensions . . . . .	85,048	11	6
Colonial Development Fund . . . . .	14	16	7	Stores Suspense Stocks . . . . .	20,612	14	7
	<u>£161,248</u>	8	4				
Balance on 1st April, 1945 . . . . .	466,678	7	4				
Surplus to 31st March, 1946 . . . . .	51,699	15	10				
	<u>£679,626</u>	11	6				
					<u>£679,626</u>	11	6



## ESTIMATED FINANCIAL POSITION AT 31ST MARCH, 1947

The revenue and expenditure estimates for 1946-47 budgeted for a deficit of £114,000, but owing mainly to improved shipping facilities and the fulfilment of trade orders from overseas, Customs revenue is much higher than originally estimated, and it is now expected that there will be a surplus on the year's working. The accumulated surplus which was estimated at £350,368 at 31st March, 1947, is now expected to be £530,000.

## MAIN HEADS OF TAXATION

*Native Tax.*

The rate of tax is 34s. for each adult male domiciled in Basutoland; the more wealthy people pay 40s. In addition, a tax of 25s. is payable for each wife after the first, but no native is liable to pay tax for more than two additional wives.

Revenue from Native Tax is estimated at £253,000 for the financial year ending 31st March, 1947.

*Customs and Excise.*

A total of £329,250 is expected to be received from the Government of the Union of South Africa as Basutoland's share of the Union Customs under the Customs agreement. This sum represents 0.88575 per cent. of the gross Customs revenue of the Union of South Africa.

*Trading Licences.*

A schedule of trading licences is given in Proclamation No. 28 of 1928. The more important licence fees are as follows:—

General Trader . . . . .	£25
Commercial Travellers . . . . .	£15 and £25
Trading Agent . . . . .	£15
Specific trades, between . . . . .	£2 and £10

*Income Tax.*

The rates fixed for the tax year ended on 30th June, 1946, were:—

(1) *Normal Tax* : (a) In the case of public companies, for each pound of the taxable income, 4s.

(b) In the case of persons other than those referred to in paragraph (a), for each pound of the taxable income, 1s. 6d. increased by one one-thousandth of a penny for each pound of the taxable income in excess of £1 subject to a maximum rate of 3s. 3d. in every pound.

Provided that for a married person the rate for each pound of the taxable income shall be 1s. 3d. increased by one one-thousandth of a penny for each pound, subject to a maximum rate of 3s. in every pound.

Provided further that there shall be added to the amount of tax calculated in accordance with the preceding provisions of this sub-paragraph (including the first proviso thereto), a sum equal to 45 per cent. of the net amount arrived at after deducting the rebates provided for in Section 7 of the principal law (as amended) from the amount of tax so calculated in the case of married persons, and in the case of other persons, except public companies, 50 per cent.

(c) In the case of any person, not being a married person or a company, £3 if the taxable income of such person exceeds £250. Provided that this amount shall be reduced by £1 for each dependant of such person.

(2) *Super Tax* : In the case of a person other than a public company, when the amount subject to Super Tax exceeds £1,775, for each pound 2s. increased by one four-hundredth of a penny for each pound of such income in excess of £1, subject to a maximum rate of 7s. 6d. in every pound. Provided that there shall be added to the amount of tax calculated in accordance with the preceding provisions of this paragraph a sum equal to 25 per cent. of the net amount arrived at after deducting the rebate of £210.

*Rebates—Normal Tax* : From the amount of tax payable there shall be deducted in the case of:—

1. (a) companies, the sum of £45;

(b) persons other than companies—

(i) The sum of £20 : provided that in the case of a married person the sum to be deducted shall be £22 ;

(ii) in respect of each unmarried child or stepchild of the taxpayer who was alive during any portion of the year of assessment, for which the assessment is made, and was not, or would not have been had he lived, over the age of eighteen years, or if he was wholly dependent for his maintenance upon the taxpayer, over the age of twenty-one years, on the last day of the said year of assessment, the sum of £5 : Provided that a parent who has been divorced or separated under a judicial order or written agreement shall not be allowed the deduction in respect of any child born of the marriage in connection with which the divorce or separation has taken place, unless—

(a) he has maintained during such period such child and

(b) there has not been deducted the cost of such maintenance from his taxable income ;

(iii) in respect of premiums paid by such person during the year of assessment upon policies under which he, his wife, children, or stepchildren referred to in the preceding paragraph, is or are insured against death, accident or sickness and fees or subscriptions paid by such person during the year of assessment to any benefit fund, the sum of 1s. for each pound or part thereof paid in respect of premiums, fees and subscriptions, subject to a maximum deduction of £2 10s. : provided that no allowance shall be made in respect of insurance under a policy of motor insurance, or under any other policy, if the amount paid as premium for such other policy has been allowed as a deduction from income of the tax-payer under the provisions of Section 12 ;

(iv) in respect of each dependant the sum of £1 10s.

2. In any case in which the period assessed is less than twelve months, the deductions under paragraphs (a) and (b) (i), (ii) and (iv) of sub-section 1 shall be such amounts as bear to the full amount of the respective deductions provided for under the said paragraphs the same ratio as the period assessed bears to twelve months.

3. There shall be deducted from the amount of Income Tax assessed in any year the amount of Poll Tax paid for that year by any person under the Basutoland Poll Tax Proclamation, 1933, as amended, on production to the Collector of the relative Poll-Tax receipts or duplicates thereof.



The expression "married person" means any person who—

- (a) during any portion of the period in respect of which the assessment is made was married or was a widower or a widow; or
- (b) during the whole of such period was divorced or separated under a judicial order or written agreement, provided such person is entitled to the deduction in respect of a child under paragraph (b) (ii) of sub-section 1 of this section.

*Excess Profits Duty and Trades Profits Special Levy.*

These duties were imposed as a war measure, and will possibly be repealed in the near future. The present rate of Excess Profits Duty is 10s. in respect of every pound of excess profit.

The sources from which taxable incomes were derived and the amount of taxes assessed for the tax year 1945 are as follows:—

<i>Source</i>	<i>Taxes Assessed</i>
General Traders . . . . .	£112,222
Civil Servants . . . . .	4,964
Employed Persons . . . . .	3,356
Others . . . . .	391
Non-residents . . . . .	168
	<hr/>
	£121,101
	<hr/>

The taxes assessed include Normal Tax, Super Tax, Excess Profits Duty and Trade Profits Special Levy.

The number of incomes assessed for the tax year 1945 and the total amount of taxable incomes in the categories shown are:—

<i>Numbers</i>	<i>Categories</i>	<i>Total of Taxable Income</i>
81	500 and under	£38,349
119	501–750	74,138
51	751–1000	45,110
49	1001–1500	60,483
23	1501–2000	45,151
32	Over 2000	205,832
		<hr/>
		£469,063
		<hr/>

The taxes paid during the 1945–46 financial year are as follows:—

Normal Tax . . . . .	£34,870
Super Tax . . . . .	14,590
Excess Profits Duty . . . . .	77,417
Trade Profits Special Levy . . . . .	3,068
	<hr/>
	£129,945
Personal and Savings Fund Levy . . . . .	5,866
	<hr/>
	£135,811
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*Stamp Duties.*

Stamp duties are levied in the territory and the duties and fees payable are specified in the Schedule to Proclamation No. 16 of 1907.

*Estate Duty.*

The rate of estate duty chargeable upon each pound of the dutiable amount is three ten-thousandths of a pound for every completed £100 or part thereof contained in the dutiable amount subject to a maximum rate of 6s. 8d. in each pound.

From the amount of duty determined at the rate calculated there is a rebate of £300.

*Wool and Mohair Export Duty.*

The Wool and Mohair Fund was established under Proclamation No. 39 of 1931. The levy is now one halfpenny per pound upon all Wool and Mohair exported from the Territory. This levy was imposed as a specific measure for the benefit of the Industry. The balance standing to the credit of the fund on the 31st March, 1946, was £22,410.

*Poll Tax.*

The rate is £3 per annum payable half yearly on the 1st January and 1st July by all adult males who do not pay native tax.

## POST AND TELEGRAPHS

The Revenue amounted to £29,000 during the financial year ended 31st March, 1946, and the expenditure to £20,026.

During the financial year 1945-46 money orders to the value of £28,969 6s. 1d. were issued and £39,330 3s. 6d. paid.

Postal order transactions were as follows:—

	£	s.	d.		£	s.	d.
Union Issued .	15,972	16	6	Union Paid .	27,510	18	10
British „ .	636	15	0	British „ .	35,068	3	0

The Union Post Office Savings Bank System is in operation in Basutoland, and the following deposits and withdrawals at Post Offices in the Territory were made during the financial year 1945-46:—

Deposits: £193,831

Withdrawals: £616,016

This compares with £36,740 and £31,770 respectively in the financial year 1937-38, and the large increase is due to the money representing deferred pay and gratuities which has been paid into Post Office Savings Bank account for returned soldiers of the African Pioneer Corps.

Basutoland has its own postage and revenue stamps. The King George VI issue was placed on sale on 1st April, 1938. There are twelve denominations ranged in the following order, the first eleven being postage and revenue stamps:  $\frac{1}{2}$ d., 1d.,  $1\frac{1}{2}$ d., 2d., 3d., 4d., 6d., 1s., 2s. 6d., 5s., 10s., and, for revenue purposes only, £1. The respective colours are green, red, light blue, purple, blue, grey, light brown, orange, dark brown, blue purple, olive and black. One design only is used, which contains a



vignette of His Majesty the King, placed above a scene depicting the Maluti mountains and the Orange River, while in the foreground is a representation of a crocodile—the emblem of the ruling house of Moshesh.

A Victory issue consisting of 1*d.*, 2*d.*, 3*d.* Union stamps overprinted were on sale from December, 1945, to March, 1946. Approximately £26,000 worth were sold. This amount has not been included in the above revenue figures.

#### RAND AGENCIES

The Rand Agencies, under an officer termed “ The Agent for the High Commission Territories ”, and two deputy Agents, continued to discharge their duties of collecting taxes and of investigating complaints of miners, principally connected with domestic matters, and keeping them in touch with their homes.

The agents also inspected the working conditions in the coal-mines of Natal, diamond-mines in Kimberley, steel works at Vereeniging and elsewhere, where natives of the High Commission Territories are employed. A fuller account of this agency is given in Appendix I, Section 10. The following collections of revenue were made during the year ending 31st December, 1946 :—

Basutoland . . . . .	£74,101
Bechuanaland Protectorate . . . . .	14,842
Swaziland . . . . .	12,755
Total . . . . .	<u>£101,698</u>

## Chapter IV : Currency and Banking

There are no agricultural or co-operative banks within the Territory ; but the Standard Bank of South Africa Limited has a branch office at Maseru. This is the only Bank in the Territory.

The Currency is provided for under Proclamation 2 of 1933 and is the same as in the Union of South Africa.

There have been no important developments under this head during the year under review.

## Chapter V: Commerce

The most important factor characterising the external trade of Basutoland is the excess of imports over exports of goods. The monetary value of this adverse balance amounted to over £1,500,000 in 1946 as compared with £350,000 in 1938. The same figures for 1943, 1944 and 1945 are, respectively, £654,126, £905,987 and £1,123,465. This continued adverse balance is rendered possible by the existence of an export of labour to the mines and farms in the Union resulting in an influx of cash to Basutoland. The large and steady increase in imports during the war

years in spite of the relative shortage of consumer goods and increased prices is due to the fact that there has been more money in circulation within the Territory. The dependants of the 20,000 Basuto soldiers who joined the Forces received regular monthly allotments averaging between £2 and £3 per month. Some of this money was invested in the Post Office Savings Bank, but most of it was spent on imported merchandise. In 1946 demobilisation took place, and the Basuto soldiers returned home, receiving their deferred pay and gratuities, which in the majority of cases was spent at local trading stores. It is therefore anticipated that the year 1946 will be a peak year for imports. Though it is not likely that exports will ever again exceed imports in value, it is anticipated that the value of imports will be considerably less in 1947 and succeeding years, and that 1946 has been in this respect an exceptional year.

Practically the whole of the retail trade is in the hands of Europeans, although during the past few years the number of trading licences taken out by Basuto has increased steadily, and is likely to rise considerably the next year or so as many ex-soldiers are now anxious to engage in trade.

In normal years the most important exports of the Territory are wool, wheat, mohair and cattle. In 1946 the export of wheat was negligible owing to the food shortage.

The values exported in 1938 and 1946 bore the following proportions to total exports:—

	1938	1946
	%	%
Wool . . . . .	31	68
Wheat . . . . .	38	47
Mohair . . . . .	10	16
Cattle . . . . .	5	5

During the war years the prices of wheat and cattle rose considerably. The prices of wool and mohair also rose, resulting in an increased export.

TABLE I

*Value in £'s of Total Imports and Exports for the Years 1920, 1928, 1936 and 1938-46*

	Imports £	Exports £
1920 . . . . .	1,180,986	937,038
1928 . . . . .	921,573	1,013,392
1936 . . . . .	712,125	302,193
1938 . . . . .	749,126	401,512
1939 . . . . .	866,403	405,517
1940 . . . . .	875,280	461,666
1941 . . . . .	992,924	531,447
1942 . . . . .	1,033,328	459,589
1943 . . . . .	1,118,747	464,621
1944 . . . . .	1,422,525	516,538
1945 . . . . .	1,624,734	501,269
1946 . . . . .	2,056,182	485,204



TABLE II

*Values and Quantities of Principal Imports for the Years 1938 and 1945-46.*

	1938		1945		1946	
	Quantity	Value £	Quantity	Value £	Quantity	Value £
<i>Merchandise</i> . . .	—	678,260	—	1,325,556	—	1,697,662
<i>Livestock</i>	No.		No.		No.	
Horses, Mules, etc.	2,704	10,677	432	3,699	1,984	16,848
Cattle . . .	6,715	24,376	4,790	35,629	4,193	29,934
Sheep and Goats	2,303	1,239	8,652	8,808	10,426	11,014
<i>Grain</i>	Bags		Bags		Bags	
Wheat and Wheat Meal . . .	8,087	12,852	20,623	37,896	28,140	51,084
Maize and Maize Meal . . .	33,017	18,988	70,907	175,856	174,755	227,701
Kaffir Corn . . .	2,222	1,820	28,922	32,608	6,460	17,326
Other Produce . . .	—	914	—	3,530	—	4,613
Total . . .		<u>£749,126</u>		<u>£1,624,734</u>		<u>£2,056,182</u>

TABLE III

*Values and Quantities of Principal Domestic Exports for the Years 1937 and 1945-46*

	1938		1945		1946	
	Quantity No.	Value £	Quantity No.	Value £	Quantity No.	Value £
<i>Livestock</i>						
Horses, Mules, etc.	109	730	154	1,393	120	1,836
Cattle . . .	3,243	21,358	3,254	32,871	2,450	25,339
Sheep and Goats	563	340	1,322	2,198	1,748	2,584
<i>Grain</i>	Bags		Bags		Bags	
Wheat and Wheat Meal . . .	152,776	155,807	19,244	23,051	127	232
Maize and Maize Meal . . .	26,196	11,514	186	253	530	864
Kaffir Corn . . .	52,770	35,614	901	1,124	240	580
Barley . . .	2,080	1,019	267	200	—	—
Beans and Peas . . .	4,761	3,082	34,991	98,282	13,386	36,826
Oats . . .	1,909	1,341	5	8	23	69
<i>Wool and Mohair</i>	lb.		lb.		lb.	
Wool . . .	6,461,852	125,241	8,382,150	277,951	10,604,433	328,913
Mohair . . .	870,651	41,584	1,237,612	58,314	1,370,803	80,162
<i>Hides and Skins</i>						
Hides . . .	84,590	1,450	79,139	1,914	74,097	3,807
Skins . . .	40,171	1,001	19,514	335	42,851	1,080
<i>Miscellaneous</i> . . .	—	1,431	—	3,175	—	2,915
Total . . .		<u>£401,512</u>		<u>£501,269</u>		<u>£485,207</u>

*Note.*—A bag = 203 lbs.

TABLE IV

The following comparative table for 1938 and 1946 indicates the country of origin of motor vehicles registered in the Territory.

<i>Country of Origin</i>	<i>New Registrations</i>		<i>Total Registrations</i>	
	1938	1946	1938	1946
<i>(a) Private Motor Vehicles and Taxis</i>				
Great Britain . . .	15	8	30	19
Canada } U.S.A. }	260	120	531	510
Germany . . .	—	—	—	2
Italy . . .	—	—	—	1
France . . .	—	1	—	1
Total . . .	275	129	561	533

*(b) Commercial Vehicles*

Great Britain . . .	5	2	12	10
Canada } U.S.A. }	60	68	148	214
Germany . . .	1	—	1	—
Total . . .	66	70	161	224

*(c) Motor Cycles*

Great Britain . . .	4	2	12	5
U.S.A. . .	—	1	3	1
Germany . . .	1	—	1	—
Total . . .	5	3	16	6

## OBSERVATIONS

From Table I it will be seen that the total value of imports has increased steadily since 1936 while the total value of exports has remained fairly constant. It is interesting to note that in 1928 exports were greater than imports. This favourable trade balance has not been repeated since 1928, indeed statistics over the past few years show an increasing adverse balance. In the year 1946 imports valued at over two million pounds have reached the highest figure yet and export figures have decreased as compared with 1944 and 1945.

The sharp increase in the value of imports was due to the rising cost of consumer goods. Higher wages paid to labourers, military allotments, gratuities and deferred pay of ex-soldiers, have enabled a large section of the community to pay for these goods at increased prices. There has been no falling off in the purchasing power of the consumer during the year under review. The decrease in the value of exports was mainly confined to



the export of grain, particularly wheat, due to the drought and the resulting shortage of food in the Territory. The export of grain without a permit was forbidden during 1946.

### *Merchandise.*

The amount of merchandise imported in 1938 amounted to £678,260 in value as compared with £1,325,556 in 1945 and £1,697,662 in 1946.

### *Wool.*

With the decline in the export of wheat due to food shortage in the Territory, wool is at present the most important export. In 1938 the amount of wool exported was 6,461,852 lb. as compared with 8,382,150 lb. in 1945 and 10,077,586 lb. in 1946. The favourable price received for wool has resulted in a steady increase in the value of wool exports in the last few years.

### *Maize, Sorghum and Wheat.*

The two main foodstuffs of the Basuto are maize and sorghum in that order, then wheat and peas third and fourth. The climate and soil of the mountains are favourable to the growth of strong wheat. In a normal year when crops are plentiful, some two-thirds of the total wheat crop is usually available for export, and wheat is often exchanged for maize at traders' stores. The amount of maize, sorghum and peas imported invariably exceeds that which is exported.

### *Cattle.*

Trek oxen from Basutoland have a good market in the Union of South Africa, though in 1946 the movement of cattle was restricted by the incidence of lumpy skin disease in the Orange Free State.

### *Imports.*

All the figures for imports given in the tables and elsewhere relate only to imports made by private individuals. In addition to these, account must be taken of imports made by Government, which are very considerable.

Apart from food, the chief articles bought by Africans are clothing and agricultural implements. The clothing comes largely from the Union of South Africa, the implements chiefly from Canada. Motor cars are being bought in increasing numbers by Chiefs and African traders, and the number of Native-owned buses and commercial vehicles is also increasing due to the greater participation of Africans in commercial undertakings. A considerable number of the European population own motor cars. The registration of new motor vehicles has fallen considerably as compared with 1938 owing to the difficulty of supply and to the general world shortage.

Since all imports are made through the Union of South Africa, it is not possible to give figures detailing the country of origin of imports or destination of exports.

There is very little tourist traffic in Basutoland.

## Chapter VI: Agricultural and Livestock Services Development, 1946

### *Extent of Cultivation.*

It is estimated that approximately 16 per cent. of the total area of the Territory is under cultivation. The figures are:—

Total area of Territory . . . . .	7,498,240 acres
Estimated area under cultivation . . . . .	1,200,000 „

It does not follow that the whole of this cultivated acreage is under the plough in any one year; but in a good season it can be assumed that practically all the arable land is ploughed and sown. Through the period 1938–46 the tendency for cultivation in the mountain areas to increase has continued, and, in addition, worked-out lands in the lowlands which have been brought back into cultivation after reclamation by anti soil-erosion works have shown a steady increase in number.

In the lowlands the area devoted to grazing is relatively small; the main pasture areas are in the mountains; all land above an elevation of approximately 7,800 feet being used solely for this purpose.

### *Forestry.*

With the exception of willow-trees growing along the banks of the rivers, there is little indigenous timber. Trees have been planted as an anti-erosion measure. *Populus canescens*, *Acacia dealbata* and *Robina pseudacacia* being used for the purpose. An average of 103,000 trees per annum has been planted under the anti-erosion scheme. In November, 1943, a village tree-planting scheme was started in order to provide building-poles and an alternative to kraal manure as fuel, and since the commencement of the scheme upwards of 20 million trees have been planted in the lowlands. On account of droughts and, to a lesser degree, stock damage and fire, the survival rate has been low, but this is made up to a degree by the spreading habit of the poplar. Sufficient trees remain to form good evidence throughout the lowlands of the effort which has been put into the scheme. In spite of the most adverse weather conditions, 2,400,000 trees were planted during 1946.

The policy of issuing seedling peach-trees and vines has been followed throughout the war period, a total of upwards of 72,000 peach-trees and 9,000 vines having been distributed of which 635 peach-trees and 1,522 vines were issued in 1946.

### *Mineral Development.*

The geological survey of the Territory by Dr. Stockley was completed in 1939, but, on account of the war, publication was suspended. This survey has revealed that the prospects of mineral development in Basutoland are very remote. The Report will be printed early in 1948.

### *Possibilities of Agricultural Development.*

In the lowland areas any further increase in cultivation is impossible. Much greater use could, however, be made of the land now under cultiva-



tion, and of those lands which have been allowed to revert to grass on account of general poverty by the adoption of more intensive methods and a properly balanced system of farming. An endeavour is being made to accomplish this by the formation of Agricultural Improvement Areas, where all crop and stock management is conducted on the direct advice of the Agricultural and Livestock Officer of the district. It is unfortunate that such a fundamental matter as stock limitation is not yet acceptable to the Basuto.

During the last five decades there has been a general movement of population from the lowlands into the previously uninhabited mountain areas, brought about by the steadily increasing population combined with the deterioration of arable land and pastures in the lowlands. Crop yields in parts of the lowlands have dwindled through the years to an entirely uneconomic level, on account of bad farming practices and sheet and donga erosion. If the land is to continue to carry its present population, a fundamental change in agricultural methods must be brought about, and as a beginning every encouragement is being given to the return of animal manure and other refuse to the soil. The Government has provided 100 two-wheeled carts on loan to the Basuto for this purpose, and during 1946 over 10,000 loads of kraal manure, etc., were carried on to the land.

### *Soil Conservation.*

Soil conservation was started on an extensive scale early in 1937 by means of a loan of £152,000 from the Colonial Development Fund for this purpose. The amount which had been spent up to March, 1940, was repaid, and the scheme was continued during the war years, financed entirely from funds derived from the resources of the Territory. In 1946 a grant (603A) to cover a continuation of the scheme for a further ten years was made under the Colonial Development and Welfare Act.

Very considerable difficulties were encountered in keeping the mechanical plant in operation during this period, but nevertheless the output of completed work is considered to be very satisfactory.

The following table shows the progress which has been made to date:—

	<i>To end of</i> 1938	1938-46	<i>Total</i>
<i>Lowlands</i>			
Area reclaimed (acres) . . .	27,556	145,555	173,111
Length of terrace bank constructed (yards) . . .	2,937,577	15,080,933	18,018,510
Number of dams constructed . . .	49	148	197
Number of trees planted . . .	171,958	653,910	825,868
Area fenced (acres) . . .	653	1,612	2,265
<i>Mountains</i>			
Buffer strips in mountains (acres) . . .	.	.	130,064
Buffer strips in mountains (yards) . . .	.	.	17,130,033
Training banks in mountains (acres) . . .	.	.	5,910
Training banks in mountains (yards) . . .	.	.	184,380

Included in the above table are figures showing progress made in

mountain areas inaccessible to wheeled equipment. Here a policy of surveying strips 6 feet wide on the contour at 6 feet vertical intervals through all cultivated lands has been adopted. These strips are allowed to revert to the natural vegetation, and are accompanied by heavy manually constructed training banks at the tops of cultivated slopes. A secondary effect of this stripping, which has been made compulsory by legislation, whereby the 6 feet vertical interval is insisted upon, is to restrict cultivation to slopes which are not unreasonable for arable purposes.

Of the many species of grass which have been planted on training banks and earthen dam walls, only kikuyu (*Pennisetum clandestinum*) has proved satisfactory, and this only where there is a northerly, north-easterly or north-westerly aspect. This subject is receiving further attention on an experimental scale.

The 197 earthen dams which have been constructed are proving of inestimable benefit, particularly to the stockowners in the lowlands. Apart from the consideration of cattle maintaining reasonable condition during the winter, there is far less trampling of herbage now than was the case previously. The need for further dams is almost unlimited.

The natural establishment of vegetative cover in dongas clearly demonstrates the beneficial results of the soil-conservation measures where these have been carried out.

### *Research.*

Experimental work in progress in the Territory may be divided under two headings—crop improvement and grassland management. Work is being carried out at Maseru (elevation about 5,000 feet), Makhaleng in the foothills (elevation about 6,800 feet) and Thaba Tsoeu and Thaba Putsoa, both of which are over 8,000 feet above sea level. In addition, there are several centres where controlled grazing and burning are being carried out by chiefs in the mountains under the supervision of Agricultural and Livestock Officers, where observations on different treatments for the control of the encroachment of valueless scrub are in progress.

#### (i) *Crops.*

The problems which are under investigation at present are improvement of varieties, manuring and crop rotation, and the introduction of new cash crops.

Investigations of the effect of other crops on subsequent crops of maize have been started. A heavy application (10 tons per acre) of kraal manure gives a greater increase in yield than other practicable applications, including superphosphate and rock phosphate. With maize, the staple crop and diet of the country, it is considered at present to be more important to improve the method of farming than the variety used, and so for the time being the question of varietal improvement is being left in abeyance.

A very large number of strains of kaffir corn are in use in the country, and there are indications from variety tests that a large general improvement in yield may be possible by the substitution of some of the better yielding strains, where necessary, for those in general use.

Work on the improvement of wheat, the most important export crop of the Territory, has continued. It has been possible to eliminate a large number of crosses made between Canadian wheats and local varieties on



account of susceptibility to rust or poor yield. There are indications that the varieties Ceres and Talberg are likely to prove suitable for use both in the mountains as a summer crop, and in the lowlands, where wheat is grown in relatively small quantities as a winter-spring crop. While this work has been in progress fairly large stocks of Marquis have been built up in the mountains, where this variety has been the standard issue pending further observations on other varieties and strains, with the varieties Wolkoring and Red Egyptian being used in the lowlands.

Great difficulty exists in maintaining the purity of a strain when a certain stage of multiplication has been reached—that is, after seed has been issued for general use. Only a small acreage of land is available for use for this purpose by the Agricultural Department.

*Pyrethrum.* Certain of the foothill areas were thought to have climatic, etc., conditions suitable for the growth of pyrethrum. Results during the two seasons of observation on this crop have been disappointing.

(ii) *Grassland.*

During the period 1938–46 there has been a steady deterioration of pastures, more particularly in the mountain areas, which have been increasingly used for summer grazing. The correct management of grassland is considered to form the most important subject for investigation in the Territory. The problem falls naturally into two distinct subdivisions, the dividing line being one of altitude between 6,000 and 7,000 feet.

(a) *Lowland.* For many years the lowlands have been over-stocked; as a result there are everywhere signs of erosion, and there is generally insufficient feed for cattle in winter. Reduction in stock numbers must eventually take place, and an effort is being made at Maseru to determine the effect of stocking at the rate of one large beast to 5 acres of land, as a preliminary to the institution of stocking regulations.

A second problem is that of the proper use of worn-out arable land, and the quickest method of bringing about its regeneration. A grass ley experiment was laid down at Maseru, and the indications are that two local *Eragostis* species are likely to prove more satisfactory than any of the large number of exotic grasses which were originally introduced.

The necessity for the possibility of the immediate and universal application of any results obtained from experiments is constantly borne in mind.

(b) *Mountain.* The mountain areas are grazed mainly during the summer. The northern, north-western and north-eastern slopes were originally covered with sweet (Themeda) grass, while the colder slopes grew sour grasses of which *Festuca caprina* is the dominant species. Stock naturally congregate on the sweet grass, with the result that this has been slowly eaten or trodden out, and its place has been taken by useless scrub, *Chrysocoma tenuifolia* predominating. The grazing value of the mountain slopes has steadily deteriorated; in addition, *Chrysocoma* offers little resistance to soil erosion. A very large percentage of the mountain slopes has been damaged in this way, and it is considered to be the matter of most urgent and vital importance that these slopes should regain their former grass covering.

Experiments at Thaba Tsoeu and Thaba Putsoa, and elsewhere, where

controlled grazing is in progress, indicate that a return to Themeda may be achieved by simple restriction of stocking and rotational grazing. At Thaba Putsoa, an area which eleven years ago was covered with Chrysocoma and was at that time fenced, the return to Themeda is practically complete. This area is now being used for the determination of the carrying capacity of mountain slopes which have returned to their climax vegetation. Alterations in vegetation have been checked by a system of transects, where the botanical composition of the veld is determined from time to time.

The result of this experiment will have no immediate application.

An effort is being made at Thaba Tsoeu to reclaim an area densely covered with Chrysocoma by means of controlled grazing without fencing. The results of this experiment, which are beginning to show after only two years' control, indicate that a system using several cycles of two years controlled grazing and a third year of rest will provide the answer to this problem. This system takes advantage of the inability of Chrysocoma to compete with grass, and is another experiment the results of which are capable of large-scale and immediate application in the mountain areas.

#### PRINCIPAL CROPS

The principal crops grown in the Territory are maize, wheat and sorghum, followed by peas, beans, barley, vegetables and oats in that order of importance.

In the mountains the most reliable crops are wheat, peas and barley, all sown in early spring, but in the valleys a very considerable area of maize and sorghum, for which the season is very short, is also sown. The two latter flourish in the warmer lowlands, together with relatively small areas of autumn-sown wheat and peas, and spring-sown beans, vegetables and fruit.

There is a tremendous variation in estimated annual crop yields, this depending almost entirely on rainfall. In the following table highest and lowest yields and the average for the eight-year period are given for the period under review.

<i>Crop</i>	<i>Highest Yield</i> (Bags of 200 lb.)	<i>Year</i>	<i>Lowest Yield</i> (Bags of 200 lb.)	<i>Year</i>	<i>Eight-Year</i> <i>Average</i>
Maize . .	1,005,268	1941	400,000	1945	652,000
Sorghum . .	324,000	1943	123,000	1946	205,000
Wheat . .	416,000	1944	156,500	1946	325,000
Other Crops .	156,562	1939	32,000	1946	59,000
Total Crops	1,747,700	1941	725,000	1946	1,241,000

The uncertainty of crop yields is well brought out in the above table.

The estimated maize yield for 1946 was 414,000 bags, only 14,000 bags higher than the lowest recorded crop harvested in the previous season. Other crops in 1946 were all lower than any previously recorded. The very late arrival of planting rains, and a dry period during February and March, 1946, accounts for these low figures. The wheat crop was about half the average for the eight years under consideration, and proved to be of



indifferent quality. Much was frosted before full maturity had been reached. No wheat was exported during 1945 or 1946.

### *Vegetable Production.*

The development of vegetable gardening continues to make good progress. There are now 10,442 vegetable gardens being worked under the supervision and on the advice of demonstrators, showing an increase of 1,027 over the figure for the previous year. In addition, a large number of Basuto now work their gardens without any assistance.

There is no doubt that in addition to bringing the national diet on to a more sound footing, vegetable gardens in this difficult year have assisted to a degree in eking out the poor supplies of grain harvested.

A number of vegetable-garden competitions was held during the year; the quality of produce was, however, not up to the usual standard.

## ORGANISATION

### *Land Tenure.*

In practice the power of allotting land for occupation, grazing, etc., rests in the Paramount Chief, who is regarded as holding all land in Basutoland in trust for the people. There is a difference in the application of the principle to grazing land and cultivated land. All grazing land, including the grazing on cultivated land after the crops have been removed, is strictly communal. The arable or cultivated land, while remaining the property of the nation, is granted to family heads under the ancient and well-known "three-field" system. In Basutoland there is no recognised size for these fields, but they are estimated to average 2 acres in the lowlands.

### *Associations.*

There are at the present time in the Territory 169 Agricultural Associations. These associations are not co-operative societies in the true sense, as there is no joint financial liability. The main objects which they serve are to stimulate interest in good agricultural methods, to introduce better-quality seed and stock and to organise co-operative buying and selling and agricultural shows.

The majority of the associations are doing good work for the advancement of agriculture, and the Government gives them every encouragement.

## DEMONSTRATORS

At present there are 109 Native Agricultural Demonstrators and Assistant Demonstrators in the Territory. Their main duty is the education of the Basuto in adopting better methods of crop production. Teaching is effected by using a system of demonstration plots worked by the owners under the supervision and on the advice of demonstrators, combined with simple topical lectures. In the difficult 1945-46 season 293 demonstration lands were worked, and gave an average of three times the yield of uncontrolled, but otherwise comparable lands.

Other work for which demonstrators are responsible includes the laying-out of grass buffer strips in the mountains, village tree planting, lectures on seasonal topics and the dosing of small stock for intestinal parasites.

## LIVESTOCK AND VETERINARY WORK

*Economic Aspect.*

At auction sales of livestock, held at the usual centres on five occasions during the period October, 1945, to September, 1946, average cattle values reached their highest recorded peak—viz., £12 12s., but this coincided with a sharp decrease in the numbers of cattle presented for sale. These results are to be accounted for by :—

- (a) interruption to cattle movements by the restrictions resultant upon the appearance of lumpy skin disease in adjoining districts of the Orange Free State, and later in Basutoland ;
- (b) lessened sales pressure by reason of the relatively prosperous condition of natives generally ; allotments and gratuities in respect of military service being a considerable factor.

The intensive propaganda for increased grain production was reflected in the active demand for younger categories of work oxen, and officers purchasing such for Government use had to pay prices considerably higher than hitherto.

*Statistical Review.*

The usual biennial census of livestock falls due in February, 1947. It is obvious that certain areas in the Territory are carrying more livestock than wise husbandry should permit. This situation has been aggravated by :—

- (a) the tendency for Basuto working in the Union to accept cattle, to a greater or lesser degree, in lieu of wages, or to invest savings in such, and to introduce such animals into Basutoland ; and
- (b) the ploughing up of fresh ground for crop production in past years with a corresponding reduction of available grazing ground.

The figures for exports and imports for the period under review indicate the usual preponderance of imports over exports—viz., 8,847 cattle, 3,448 horses and 26,669 sheep introduced into Basutoland, against export figures of 3,088, 257 and 1,168, respectively. It may be noted here that, due to import and export restrictions arising from the prevalence of lumpy skin disease in the Orange Free State, and its later discovery within Basutoland, cattle movements in either direction were suspended, or came under partial embargo, for varying periods, with the result that the figures for both import and export are less than in the previous year. Restrictions were not applied upon the movements of other categories of livestock, as this disease appears to be one of cattle only.

*Animal Health.*

Most of the questions under this heading relate to nutritional conditions, specific or preventible diseases probably accounting for no more than a fraction of the mortality occasioned by malnutrition or its sequelae. The partial drought existing over the period under review was responsible for considerable, although not excessive, mortality in all categories of livestock. Cattle, horses and donkeys cannot be put to work at such periods, and succumb rapidly in cold weather. Indeed, the mortality amongst



donkeys in Basutoland is proverbially severe at all times, due to their universal use as pack animals.

## ANIMAL HUSBANDRY

### *Small Stock.*

The poundage of wool classed under official supervision—*i.e.*, Government classed wool—showed an increase of 73,092 lb. wool over the previous year. Practically the whole of the balance of the wool exported was simply classed by flock owners, with the assistance of Government Wool Inspectors, where necessary.

Besides the poundage of wool classed under official supervision, many traders are shearing on their stations and classing on the lines laid down by the Government.

During the current year 532 Merino rams were introduced from the Union for resale to African sheep-farmers, making a total of 6,954 improved Merino rams introduced by the Government since the inception of the Sheep Improvement Scheme in 1935.

### *Cattle.*

The usual improvement operations have been maintained—*viz.*, castration of undesirable animals; the loan or transfer of approved bulls to owners requesting such; auction sales at reasonable intervals for the disposal of aged, redundant, or unsuitable bulls (343 were so disposed of during the year). Also at the few Agricultural Shows it was possible to organise during the period in question prizes were given for the better animals in all the main categories, and it was found possible to address the natives present and indicate the reasons for the judges' selection.

### *Equines.*

An adequate number of horse stallions are maintained at the three stud stables situated at Maseru, Mafeteng and Quthing, in addition to those purchased outright by, or on loan to natives, and available for service in outlying districts. The forthcoming census will reveal how many of the latter categories are still in service, it being impracticable at present to quote accurate data. The scheme has been a partial success only, owing to the communal character of the grazing facilities and the resultant difficulty of controlling services. Moreover, it is becoming clear that the use of thoroughbred stallions, almost exclusively, for improvement purposes, in a country with a diminishing nutritional level from the available natural grazing, requires reconsideration, as such animals tend to become too fine or stunted for the rough wear and tear of mountain travel and pack-work.

It is gratifying, however, to record that the demand for donkey-jacks for mule-breeding is increasing, as the mule is better equipped to stand up to the rigours of the Basutoland climate, and is the pack animal par excellence under the conditions usually prevailing.

### *Pigs.*

The demand for weaner pigs has increased. During the year sixty weaner pigs were sold. At present only four breeding-sows are kept.

Two boars, one Large Black and one Tamworth, are used, the idea being to be able to supply suitable weaners for breeding purposes.

When the supply of pig-feed is easier more sows may be kept to meet the demand.

### *Poultry.*

The demand for young fowls is still on the increase. Two hundred three- to four-months-old chicks were sold during the year. The birds kept are Australorp, Rhode Island Red and Light Sussex, of which Rhode Island Red appears at present to be most suitable.

### *Rainfall.*

The average annual rainfall for the past five years, for the nine stations where rainfall was recorded, is as follows :—

	1942	1943	1944	1945	1946
Rainfall in inches . . .	28·51	36·60	34·89	16·87	22·81

## CO-OPERATIVE SOCIETIES

There are at present no Co-operative Societies in Basutoland. It is, however, proposed to begin a Co-operative organisation in the Territory on the lines of similar movements in other parts of the Colonial Empire. Before the organisation is set up it is necessary to have a fully trained staff, and for this reason an Administrative Officer has been sent to Britain to study this important aspect of Colonial Development under expert guidance. This officer will also have the opportunity of studying Co-operative Societies organisations in Cyprus and Nigeria. On his return to Basutoland in the latter part of 1947, the necessary organisation will be established.

## Chapter VII: Social Services

### I. EDUCATION

Education in Basutoland is considerably affected by the mountainous nature of the country, a natural result of this being a tendency to concentrate schools in the lowlands, which comprise only one-third of the country, to the detriment of the remaining two-thirds mountainous areas. In spite of this, it can be claimed that education is everywhere very popular and that an educational tradition has been established amongst the Basuto to an extent not reached elsewhere in Africa. 75 per cent. of Basuto pupils of school age attend school for varying lengths of time, and the average attendance is 75 per cent. of the total roll. A most striking feature of education in Basutoland is the preponderance of girls over boys in school, again a most unusual feature in African education. This is no doubt in part due to the fact that boys are employed from a very early age as cattle-herds, but this does not explain why this preponderance of girls is noticeable also in schools at the more urban centres where herding is not so necessary.

The year 1946 was mainly devoted to the preliminary stages of re-organisation of education consequent upon the publication of the Report



of the Education Commission appointed in 1945 "to enquire into present policy and practice as regards African education in Basutoland generally . . . and having regard to the financial resources that might be available, to make recommendations regarding the future extension, improvement and administration of African education in Basutoland".

The Commission fully recognised the good work that had been done in making education so widespread in the country, but it also pointed out that in becoming so widespread the educational system has outrun the financial resources of the country. The Report realised that in view of the fact that 20 per cent. of the revenue of the Territory is already spent on education, a large increase in recurrent expenditure on this service could hardly be expected at present. Its proposals, therefore, to find the extra sums required to make the system efficient, consisted of a local rate amounting to not less than 5s. per taxpayer (in addition to the increase in tax already approved), a grant of £324,000 from Colonial Development and Welfare funds and a normal share for education of any increase in revenue from 1949 onwards. In actual fact the local rate has not been considered practicable, the Colonial Development and Welfare grant available is £93,000 only, and the future increase for education out of recurrent revenue is problematical. Adoption of the Commission's proposals has therefore had to be guided by the strictest financial considerations.

The first step has been to set up machinery for improving active co-operation between all parties interested in education. This machinery consists, at the centre, of a Central Advisory Board on Education, consisting of representatives of the Paramount Chief, the main Missionary Societies, the Heads of Government Social Service Departments, one Mosuto representative from each Administrative District and a representative of Basutoland African teachers. It is interesting to note that this Central Advisory Board has a majority of African members.

In the districts arrangements have been made for the establishment of District Advisory Committees on Education to consider and advise upon purely local educational problems, such as the opening of new schools and the development of existing schools. Membership of these Committees is on the same lines as for the Central Advisory Board, but on a purely district basis.

Finally the two existing Teachers' Associations, representing Protestant and Roman Catholic interests respectively, have agreed to the formation of a Basutoland National Teachers' Association open to all, irrespective of religion, which, it is hoped, will develop into a body able to proffer useful advice not only on questions affecting teachers' interests, but also on matters affecting education in general.

The Commission laid great stress on the difficulties which have arisen from the present almost complete lack of administrative control on education in Basutoland. To remedy this, the Report recommended the introduction of an Education Proclamation, and this, based on Education Ordinances of other African Territories with special reference to the problems of Basutoland, has been under active consideration during the year in consultation with all interested parties.

Finally, the Commission's recommendation for a new grant system has been accepted, and details have been worked out, again in consultation with interested parties, for the introduction of a system granting specific



grants for specific purposes, conditional upon efficiency, instead of the present haphazard system based on numerical attendance only.

Another important question to be tackled has been that of teachers' salaries. The financial resources of the country make impossible the raising of teachers' salaries to the high level in force in the Union. But it has been possible to recommend a 5 per cent. increase in teachers' salaries and the introduction of an incremental scale.

In accordance with another important recommendation of the Report every effort is being made to improve the quality of teachers produced by the various training institutions; in this respect tribute must be paid to the self-sacrifice of the Paris Evangelical Missionary Society, which has agreed to the broadening of its own institution into one designed to produce Protestant teachers not only for the Paris Evangelical Missionary Society, but also for the Church of England, an institution to be managed by representatives of the Paris Evangelical Missionary Society, the English Church and Government, both European and African.

Finally, it is proposed to spend a considerable proportion of the Colonial Development and Welfare grant upon the improvement of school buildings, including those at the new Combined Teacher Training Institution, and the provision of adequate equipment for schools in the Territory.

With the exception of five Intermediate Schools, one High School and one Technical School maintained directly by Government, schools in Basutoland are entirely managed by missions. All Elementary Vernacular Schools cater in most cases up to Standard III, and in some instances to Standard IV. There are 533 aided, 220 registered (partially aided) and ninety-nine private schools. These show a total enrolment of 29,440 boys and 52,486 girls. Of Intermediate Schools there are five maintained directly by Government and fifty-two aided Mission Schools with a total enrolment of some 2,000 boys and 2,350 girls.

Secondary education up to Junior Certificate is provided at the High School, Morija and Roma, and there is a matriculation class at the High School and a private matriculation class at Roma. Male teachers are trained at Roma and Morija, and female teachers at Thabana Morena, Roma and St. Catherine's. Special provision for domestic training for girls is provided at most schools, nearly all of which are co-educational. Some schools, mainly Roman Catholic, also provide what may be termed short pre-marriage courses for African girls of varying standards who, for whatever reason, are unable to proceed with their normal education.

Private university classes have been started by the Roman Catholics at Roma. Accommodation for Basuto students is provided at the South African Native College, Fort Hare, which the Basutoland Government subsidises to the extent of £300 a year and of which the Director of Education is a member of the Governing Council. Bursaries are provided to enable students to take advantage of these facilities; they are also available for students at the various other stages of their educational career.

It is estimated that between 50 and 60 per cent. of the adult population is literate, which makes mass education and adult educational problems less pressing than in other parts of Africa. The main problem in this respect lies in the provision of adequate literature to prevent literates relapsing into illiteracy, and appropriate measures are under consideration in this respect.



An interesting development during the year has been the growth of the Home Industries Organisation. This has grown out of the voluntary instruction provided during the war years in the arts of spinning and weaving to enable the Basuto to produce material for the production of gifts and comforts for the Basuto soldiers. A textile expert from England was appointed in 1946 to organise and develop this industry. Eight instructors have received a six months' training-course, and these are now at work in the various administrative districts in each of which it is the aim to build a Home Industries Workroom at which instruction in the arts of spinning and weaving and other kindred subjects can be imparted to Basuto men and women who, it is hoped, will later develop such arts in their own homes. Whilst there will be a certain local demand for simple articles such as horse-girths, the main objective of these products must be the European luxury market, and every effort is being made to safeguard the quality by the introduction of trade marks, regular inspection, etc., etc. This movement appears to offer a real opportunity for a Mosuto to make money in his own home without having to migrate outside the Territory.

The syllabus followed in Basutoland is related as far as possible to the needs of a rural community, and increasing emphasis is laid on agricultural and other practical work in the schools. With the aid of a generous grant from Colonial Development and Welfare Funds, a considerable expansion is taking place at the Lerotholi Technical School, which, on completion of this expansion, will cater for 200 instead of its present seventy pupils. An immense amount of hard practical work has been done during the year by the pupils of this school, including much constructional and decorative work preparatory to the Royal visit.

Great attention is paid to character-training in the schools, and self-government by house-masters and prefects is encouraged, particularly at the High School. Games remain popular, and inter-school competitions in football, athletics, and singing are held regularly.

The Pathfinder Movement was flourishing before the war, but fell rather into decay after the departure of many European officers on war service. Every effort is now being made to revive this movement, and plans have been laid for the training of African officers. The Girl Guides continue to flourish and report considerable expansion.

The importance of European education in a Territory where European and African children grow up side by side is fully realised, and measures have been taken to improve this. Consultative machinery has been set up in the form of a Central Advisory Committee for European Education, and this body has already made important recommendations for improvement of teachers' salaries and school buildings. During the year six small schools were maintained for European children at the various camps, with a total enrolment of eighty-nine pupils. With the exception of that at Maseru, these are all single-teacher schools which are co-educational and take children up to Standard VI only. Beyond that standard children must proceed outside the Territory for education, and many of them go at the Standard V level. Three bursaries are awarded annually for European children proceeding outside the Territory, two of these are available for two years, one of the value of £50 per annum being granted by Messrs. Frasers, Ltd., a leading trading firm with many stores in the Territory, and one at £25 per annum being provided from a special Queen Victoria



Diamond Jubilee Memorial Fund. In addition, a War Charities Organisation during the war provided funds for one scholarship, of the value of £15, tenable for one year.

## 2. HEALTH

### *General.*

The Medical staff of the Territory consists of a Director of Medical Services, eleven Medical Officers and one District Surgeon (at present there are nine Medical Officers). A Medical Officer is stationed at each of the district headquarters and the District Surgeon at a sub-district. There is also a Medical Superintendent and a Medical Officer at the Leper Settlement. (The Medical Officer's post is at present vacant.)

In November, 1944, Dr. H. W. Dyke, C.B.E., retired from the appointment of Director of Medical Services after thirty-one years' Colonial Service, and he was succeeded by Dr. K. H. Dyke.

There are five Government hospitals staffed by European nurses with subordinate African staff, one hospital staffed by qualified African nurses with subordinate staff, and one cottage hospital in the Highlands staffed by trained African nurses and subordinate staff. In Maseru there is a temporary hospital erected to accommodate returned soldiers from the African Pioneer Corps. This is, at present, also being used as an overflow for male patients from the Maseru Hospital. There is accommodation for 321 African and thirteen European patients in the Government hospitals. At each district dispensary clinics are conducted daily by the Medical Officer in charge. Prescriptions are dispensed by African dispensers. There are three sub-dispensaries which are visited weekly by a Medical Officer.

There is no mental asylum in Basutoland, and in the past arrangements have been made with the Union Government, for the accommodation of lunatics in asylums in the Union. A daily charge of 2s. 6d. was paid by the Basutoland Government for each patient. Owing to the acute congestion of these institutions in the Union, no further Basutoland cases could be admitted, and a temporary mental centre was constructed at Mohale's Hoek in 1943, attached to the gaol to accommodate thirty-five persons. This was enlarged to take fifty persons in 1945.

This centre is in charge of the Medical Officer, who has the services of a European supervisor. Only dangerous lunatics are admitted, and no specialised treatment is given. In 1946 the total number treated was seventy-four. There were forty-six new admissions, twenty-one releases and four deaths.

There are three Mission hospitals situated at Roma, Morija and Ntaote's, with forty, twenty-eight and eighteen beds respectively. Since April, 1945, these hospitals have been subsidised by the Government according to the number of beds, trained European nurses, trained African nurses, African probationers in training, cost of drugs and doctor's salary. In 1945 the sum of £947 was paid to them and £884 in 1946. In addition to the subsidy to the hospital at Ntaote's, which is in the centre of the mountain area, a sum of £200 is paid to the doctor for services rendered to Government servants, and for doing medico-legal work. The Scott Hospital at Morija is also paid a sum of £50 per annum for services rendered to Government officials stationed there.



In March, 1946, Dr. Hardegger, who is in charge of the hospital at Ntaote's, went to Europe on leave, and no locum tenens has been found to replace her. The trained sisters are running the hospital in her absence. The same thing applies to Roma Hospital, where Dr. Blais was employed. He retired to Canada in May, 1946, and has not been replaced so far.

The following are the number of patients treated at Government and Mission hospitals during 1946:—

	<i>In-Patients</i>	<i>Dispensary Attendances</i>	<i>Injection for Syphilis</i>	<i>Total</i>
Government Hospitals .	6,285	158,042	31,085	195,412
Mission Hospitals .	1,340	25,526	5,417	32,283

During the year 1946, 6,285 patients were treated in Government hospitals, compared with 3,298 in 1936. In addition, 3,779 operations were performed (862 major), compared with 2,213 in 1936 (704 major).

The necessity of building new hospitals in various parts of the country and extending present ones has been stressed during past years, and an extensive programme of construction and expansion has been drawn up, but, owing to financial reasons, the programme has had to be severely curtailed or postponed. Provision is, however, being made for the improvement to existing hospitals, and it is hoped that a new hospital and dispensary may be built at Teyateyaneng in the near future.

#### *Public Health.*

(a) *Epidemic and General Diseases.* There were no major epidemics during the year 1946. There were twenty-two cases of typhus fever seen in the Territory, of which twelve were in the Leribe district. The mortality rate for typhus was 23 per cent.

The prevention of typhus is carried out by general disinfection with D.D.T. powder, and in certain villages that are badly affected, with inoculation by alum-precipitated anti-typhus vaccine.

Typhoid fever (583 cases) occurred seasonably after the onset of summer rains, and usually originates from drinking storm-collected water in dams and sloods. The mortality rate for typhoid was 10 per cent.

The protection of village springs has undoubtedly reduced the prevalence of the disease. The immunisation with injections of T.A.B. vaccine has been carried out in the various districts in which an epidemic had broken out.

(b) Tuberculosis (884 cases) shows an increase from 1945, when there were 670 cases. Of this number 537 cases were pulmonary. The mortality rate was 4 per cent.

There are no institutions for the treatment of tuberculosis in Basutoland, and all cases needing hospitalisation are treated in the general hospitals.

Pallagra (2,579 cases) has steadily increased during the last twelve years. Other cases of avitaminosis number 699. The knowledge of diseases has increased greatly in the last ten years, and it is true that many of those cases would not have been detected ten years ago.

The majority of these cases are found in the lowlands, where shop-bought white maize meal is the staple diet, whereas the mountain population consume a large amount of wheat. Food yeast has been used during

the latter part of 1946 in our dispensaries, with very good results. Protein deficiency is noticed mostly amongst children in the form of nutritional oedema, which yields to treatment with hydrolysed protein. It unfortunately is impossible to obtain any supplies of this substance at present.

Venereal diseases do not vary much in number from year to year, and in 1946 the number seen in the dispensaries were: syphilis, primary, 270; secondary, 3,517; tertiary, 2,098; hereditary, 1,273; and gonorrhoea, 1,970.

#### *Food Supplies.*

Generally during the last seven years the crops have been poor, owing to drought, which has been most marked since 1944. The cost of food has increased, but there seems to have been more money in circulation.

The number of vegetable gardens throughout the country is increasing, but the results vary a great deal in the different areas, depending on the availability of water.

#### *Water Supplies.*

The protection of village water supplies has been continued during the war period, and since 1939, 453 springs have been dealt with.

Sanitation generally is primitive. Some of the hospitals are provided with water-borne sewage, and there are a limited number of houses in Maseru provided with these facilities.

At Matsieng, which is the Paramount Chief's village, water-borne sewage has been installed in the Chief's house, as well as a communal lavatory for the villagers and people attending at courts.

At all Government stations the disposal of sewage is done by the bucket system. The general native population in villages do not have any conveniences.

#### *The Botsabelo Leper Settlement.*

The Leper Settlement, which is four miles from Maseru, falls under the Medical Department for General Administration, though it has a separate departmental vote. It is staffed by a Medical Superintendent, Medical Officer, European Matron and Sister, two African-trained nurses, with a European staff of clerk, compound manager, farm bailiff and artisan. There is a large African staff, comprising office clerks, dispensers, guards, mechanics and casual labourers. Since 1940 the Superintendent has been doing the medical work in addition to his own duties to relieve the Medical Officer for war service.

The number of leper patients on 31st December, 1946, was 685. The population of the settlement during the last eight years has averaged about 700.

The following table shows the addition and losses during the year 1946:—

<i>Additions</i>				
New cases admitted	.	.	.	86
Recurrent cases readmitted	.	.	.	41
Deserters readmitted	.	.	.	8
Total additions				135





REGENT MANTSEBO SEEISO, AFTER SHE HAD RECEIVED THE O.B.E. FROM THE KING





A NATIVE VILLAGE. FROM BUILDING MUD HUTS, THE BASUTO ARE LEARNING TO BUILD WITH SANDSTONE





SAVING THE SOIL. A GENERAL VIEW OF THE SYSTEM OF CONTOUR FURROWS IN ONE OF THE MOUNTAIN VALLEYS





FAMILY LIFE. NOTE CURIOUS MIXTURE OF NATIVE BLANKET WITH EUROPEAN SOCKS AND GYM. SHOES



<i>Losses</i>						
Discharge of arrested cases	.	.	.	.	.	55
Deaths	.	.	.	.	.	57
Desertions	.	.	.	.	.	13
Total losses						<hr/> 125 <hr/>

There are eight leprosy inspectors, divided amongst the various districts, who travel to and fro inspecting the villages for likely cases of leprosy. The majority of new cases are detected by them.

It has not been possible to carry out regional surveys of the country by a Medical Officer during the last eight years, on account of the shortage of staff.

Lepers who are not acutely infectious are given periodic leave to go to their homes. They are conveyed to the nearest district station from their home by a motor bus, which does the journey every second month to the various stations. This helps in keeping the patients content and breaks the monotony of the long stay in the asylum. The number of desertions has greatly decreased since this privilege was granted to the patients.

Patients who can perform manual labour are encouraged to undertake some occupation such as farming, chicken-breeding, weaving, etc. Farm produce is bought from them and used on the settlement. Fortnightly cinema shows are given to the patients.

#### *Military Pensions Board, 1946.*

The Military Pensions Board (whose history is more fully given in Section 2 of Appendix I) was established in September, 1942, to consider applications for pensions to disabled soldiers or to the dependants of deceased soldiers of the African Auxiliary Pioneer Corps, later called the African Pioneer Corps. First applications, amounting to 455, were considered during the course of the year, and 669 re-examinations were made.

It was anticipated that as the year drew to a close the number of applications for pensions would become negligible. This expectation has not, in fact, been realised, since a constant stream of men continues to come in for examination. This is possibly due to the fact that while the men still had savings in the Savings Bank they did not bother to come forward. It is the policy of the Board to finalise all cases as soon as the disability is considered permanent, and in any case within five years of discharge, as laid down in the Pensions Act. It is therefore reasonable to assume that during the ensuing year the number of re-examinations will decrease considerably.

### 3. HOUSING

There are no factories or industrial undertakings in Basutoland, and the problem of the proper accommodation of workers has therefore not arisen.

The Basuto live in small scattered villages under tribal authority, and their huts are on the whole healthy, if primitive. These huts are built of

stone or of sods, with a mud floor and thatch roof. A young man wishing to build asks his Chief or Headman for a site, and thereafter enters into contracts with semi-skilled Basuto for building the walls and for the thatching of the roof. The hut on completion belongs to the man, but should he leave the village the hut reverts to the Chief, who may allocate it to some other person, but at no charge. The original owner, however, is allowed to remove the doors and windows if he so desires.

The more wealthy Basuto build stone or brick houses, purchasing stock-sized glazed windows and doors, and roofing the dwelling with corrugated iron. The Basuto people fully appreciate the advantage of more and larger windows in their houses, and four and six light casement windows are now sold in large numbers in the Territory.

The average number of persons to each hut occupied was 2.35 in 1936, but although a census was taken in 1946, the comparative figures for that year are not yet available.

As the villages are small and under tribal authority, Government does not enforce sanitary laws except at District Headquarters and at Maseru, where a European Sanitation Officer is stationed.

The small European population consists for the most part of Civil Servants, missionaries and traders, and is as a rule well housed in buildings of cut stone or brick. The shortage of houses in Maseru has, however, become acute, due to expansion in Government Departments and in commercial enterprises in the township.

#### 4(a) SOLDIERS' WELFARE

On 31st March, 1946, the African Pioneer Corps Welfare Organisation closed down, and Mr. Guise-Williams, an ex-Provincial Commissioner from Tanganyika, took over the duties of Civil Welfare Officer, combining them with his duties as Chairman of the Pensions Board.

The more important duties of the Welfare Officer, besides being Chairman of the Pensions Board, are that he is Chairman of the Executive Committee of the Basuto Soldiers Benefit Fund, and a member of the Discharged Soldiers European Demobilisation Committee.

##### *Soldiers Benefit Fund.*

This fund was established out of contributions from—

	£	s.	d.
Basutoland War Levy . . . . .	14,000	0	0
Governor General's War Fund . . . . .	5,600	0	0
P.R.I. Funds from Middle East . . . . .	4,393	14	4
	<hr/>		
	£23,993	14	4
	<hr/>		

(N.B.—A further £877 14s. 5d. from P.R.I. Funds, Middle East, was received by Treasury in January, 1947.)

The inaugural meeting of the Executive Committee of this Fund was held on 29th August, 1946, and the second meeting on 17th December, 1946. Approximately 100 applications in all were considered, and assistance granted in approximately fifty cases. In only one case the grant was for re-establishment in pre-war occupation. The remaining grants



being Education Bursary Grants and grants for maintenance while attending school. District Commissioners are authorised to grant immediate assistance up to £2 per month per person. During the year the District Commissioner, Maseru, awarded assistance under this scheme to three ex-soldiers, the total sum paid being £14 10s. for assistance while attending school. (N.B.—This figure is included in Education Bursaries and Maintenance below.)

Actual expenditure to 31st December, 1946, was £462 17s. 7d., made up as follows:—

	£	s.	d.
Education Bursaries and Maintenance .	447	19	1
Bank Charges . . . . .		6	6
Travelling Expenses Executive Members	14	12	0
	<hr/>		
	£462	17	7

The Discharged Soldiers Demobilisation Committee investigated and forwarded twenty applications from Europeans for assistance to the Chairman of D.S.D.C., Ladybrand, for consideration.

Other functions of the department have been (a) to assist ex-soldiers to obtain employment. In all 600 ex-soldiers were interviewed and given assistance in this connection. It is not possible to state actual numbers of those for whom employment was found, because after a man leaves he seldom returns to say whether or not he has been employed. It is considered, however, that at least 50 per cent. of the men were successfully placed. All Government Departments and traders have co-operated in giving ex-soldiers preference. (b) To take up matters concerning clothing allowance and pay.

### *African Staff.*

Under the African Pioneer Corps Welfare Organisation an African clerk was employed in each District. These clerks continued to serve until 31st October, 1946. Now all district welfare matters are dealt with by District Commissioners through the Chiefs. Two African clerks are employed at the Welfare Office.

### *Future of Welfare Department.*

As the quasi-military work of the Welfare Officer decreases it is hoped to extend the activities of the Department to embrace more General Welfare work in the Territory—e.g., the control of wayfarer guides and pathfinders, the formation of agricultural clubs, choral and debating societies, etc.

## 4(b) SOCIAL WELFARE

Social Welfare work is not yet carried out in an organised or co-ordinated way in the Territory. Youth movements, such as Scouts and Guides, Homemakers and kindred associations, depend for their success on the efforts of a few devoted voluntary workers, European and Basuto, and receive little or no financial assistance from public funds. As the Basuto live in small scattered village communities, and there are no towns

or large industrial undertakings where workers of the poorer class are concentrated, there are no slums and no problems arising out of urban conditions such as exist in the Union. Owing, however, to the number of Basuto who go to work in the Union and acquire a taste for town life, there is an increasing tendency for Basuto to drift to the large towns of the Union, and there is great need for the provision of more amenities in the villages to make village life more attractive.

To this end it was proposed to use part of the unexpended balance of the war levy for the erection of community halls in a few of the larger centres of the population. The Basutoland Council rejected this proposal, but the matter is still under discussion with the Paramount Chief. The provision of community halls would help to combat the exodus of young men to the Union by helping to develop the country through the spread of education. It is hoped to provide libraries and to hold debates and lectures in these halls. A start has been made by building a community hall in Maseru. This was made possible by a generous gift from Messrs Frasers, Ltd., a prominent commercial firm carrying on business in the Territory, who have donated the money for this purpose. This hall has been dedicated as a memorial to the Basuto soldiers who lost their lives in the war. A local resident, Mrs. C. L. Collier, also donated the cost of a library, which is being built next to the Memorial Hall.

The Controlling Authorities of the Chamber of Mines Deferred Pay Interest Fund made a grant of £1,500 towards the cost of building recreation halls in the Territory.

## Chapter VIII: List of the More Important Legislation of the Year 1946

1. Proclamation No. 6 of 1946—the Basutoland Uranium and Thorium Control Proclamation—which vests in the Crown the sole right to search for or mine or export any of these substances. The purpose of this proclamation is to provide machinery for the control of these substances, which are of supreme importance in the production of atomic energy.

2. Proclamation No. 11 of 1946—the Basutoland National Treasury Proclamation and the financial Regulations for such Treasury, published in High Commissioner's Notice No. 50 of 1946—which established the Basuto National Treasury and laid down the manner in which its functions are to be carried out.

3. Proclamation No. 17 of 1946—the Basutoland Motor Vehicle Insurance Proclamation—which makes provision for compulsory third-party insurance throughout the Territory from a date to be fixed by the High Commissioner in the *Gazette*. There will be reciprocity between the Union and Basutoland in respect of this insurance which will do much to improve motoring conditions in Basutoland.

4. Proclamation No. 50 of 1946—the Basutoland Provident Fund Proclamation—which provides for the establishment, as from 1st April, 1947, of a Provident Fund for the benefit of those Government officials who are not entitled to pensions.



# Chapter IX : Justice, Police and Prisons

## (1) JUSTICE

The laws in force in Basutoland include those of the Cape of Good Hope up to 18th March, 1884, except where repealed or altered by proclamation of the High Commissioner, who is empowered to make by proclamation such laws as may be necessary for the peace, order and good government of the Territory. Accordingly, the common law of the Territory is Roman-Dutch common law, supplemented by statute law, which is often based on that of the Union of South Africa. The Criminal Procedure and Evidence Proclamation is based on the South African Criminal Procedure and Evidence Act, which is derived from English criminal law. Native law and custom, in so far as it is not repugnant to the principles of justice and morality, or the laws of the Territory, is also in force.

The Basutoland Courts of Law consist of :—

(1) *The High Court*, which constitutes the Supreme Court of Basutoland, from which an appeal lies to the Privy Council. This court, which superseded the Court of the Resident Commissioner, was constituted under Proclamation 57 of 1938. It is presided over by the Judge of the High Commission Territories, and has jurisdiction in all cases, both civil and criminal, which arise in the Territory. The High Court is also a Court of Appeal from all Subordinate Courts, and has full powers of review in respect of all proceedings of Subordinate Courts. When the High Court is not in session these powers are vested in the Judge. At any trial the Judge has the power to call for one or two Administrative Officers as assessors and one or more Native assessors to assist him, but the decision is vested exclusively in the Judge.

(2) *Subordinate Courts of the First, Second, and Third Class* were set up under Proclamation 58 of 1938, with powers as follows :—

*Criminal. (a) First Class.* Presided over by a District Officer. Can impose sentences with or without the option of a fine up to a maximum of two years' imprisonment with hard labour or a fine of £100. In certain cases a whipping not exceeding fifteen strokes with a cane may be imposed.

*(b) Second Class.* Are courts of an Assistant District Officer. The maximum sentence is imprisonment with hard labour for one year or a fine not exceeding £50. A whipping not exceeding eight strokes may be imposed in certain cases.

*(c) Third Class.* Are courts of an Assistant District Officer (cadet), with maximum jurisdiction limited to six months' imprisonment with hard labour or a fine of £10.

These courts have no jurisdiction to try as Courts of First Instance any person charged with treason, murder, rape or sedition. A preparatory examination is held, and the record transmitted to the Attorney-General, who may decide *inter alia* :—

- (1) Not to indict the accused.
- (2) To indict the accused before the High Court.
- (3) To remit the case to the District Commissioner for trial with or without increased jurisdiction.

- (4) To remit the case to the District Commissioner for the hearing of further evidence.

*Civil.* In civil cases Subordinate Courts of the First Class have jurisdiction in all actions where both parties are natives and in all other actions where the claim or value of the matter in dispute does not exceed £500, and of the Second Class where the matter in dispute does not exceed £250. Subordinate Courts of the Third Class have no civil jurisdiction.

*Criminal Procedure* in use in Subordinate Courts is laid down in the Criminal Procedure and Evidence Proclamation No. 59 of 1938, and civil procedure is laid down in the Subordinate Courts Proclamation No. 58 of 1938 and in the rules issued thereunder and promulgated in High Commissioner's Notice No. 111 of 1943.

(3) *The Judicial Commissioner's Court* established by Proclamation 16 of 1944 to hear civil appeals from the Court of the Paramount Chief. This court is the final court of appeal for matters decided according to native law and custom, and appeals from this court to the High Court can only be made with the permission of either the High Court or the Judicial Commissioner.

(4) *Native Courts* were formally recognised and given special powers and jurisdiction under Proclamation 62 of 1938. These courts are established by a warrant issued by the Resident Commissioner with the approval of the High Commissioner, and may exercise civil and criminal jurisdiction to the extent set out in their warrants. They have no jurisdiction over any parties other than natives as defined in the General Interpretation Proclamation (No. 12 of 1942). They deal mainly with offences against native law and custom and infringements of the Paramount Chief's orders, or those of Chiefs and sub-Chiefs, and with civil disputes. District Officers have access to Native Courts and the right to examine case records with powers of revision in the event of a miscarriage of justice.

The Paramount Chief's Court is a Court of Appeal from the Courts of War Chiefs. Any person aggrieved by a decision of this court may appeal to a Subordinate Court of the First Class in criminal matters and to the Court of the Judicial Commissioner in civil cases.

When the National Treasury was inaugurated on 1st April, 1946, Native Courts were considerably reduced in number. Courts are now distributed in proportion to the population and are graded according to the number of taxpayers they serve. Thus a Ward Chief will have an "A" Court and a Chief of a smaller area may have a "B" Court. Under the old system the fines received from the courts were taken by the Chiefs as a perquisite of their position, a practice which was obviously open to abuse, for as in mediaeval England "*justitia magnum emolumentum est*". With the inauguration of the National Treasury, however, all fines are paid into the National Treasury revenue. The Chiefs now receive fixed salaries, and their courts are presided over by Presidents, and have other officials to assist them who are all paid from National Treasury Funds. There is no doubt that the reduction of Native Courts from over 1,300 to about 130 has resulted in a more efficient and equitable system of justice.

Headman's Courts have now been reduced to courts of arbitration, and have no judicial powers.



## (2) POLICE

*Administration.*

The Resident Commissioner is Commandant of the Basutoland Mounted Police, but the departmental head is the Commissioner of Police and Prisons. The former Commissioner of Police and Prisons retired in June, and was succeeded by Major C. H. F. Apthorp of the Colonial Police Service, who has had many years' experience on the West Coast of Africa.

Each Police Division is in charge of a Superintendent of Police stationed at Divisional headquarters, and responsible to the Commissioner of Police and Prisons for all police and prison work in the Division.

An Assistant Superintendent is stationed at each of the stations contained within a Police Division. He is responsible to the Superintendent for all the police and prison work of his sub-Division.

All non-commissioned ranks are recruited from among the natives of the Territory.

The following table shows the establishment and the actual strength of the Force as on 31st December, 1946:—

*European Staff*

55

<i>Ranks</i>	<i>Establishment</i>	<i>Strength</i>
Commissioner . . . .	I	I
Superintendents . . . .	4	4
Assistant Superintendents . . . .	5	5
Warrant-Officer . . . .	I	I
Lady Clerk . . . .	I	—
	<hr/>	<hr/>
Total . . . .	12	11

*African Staff*

Sergeant-Major . . . .	I	—
Staff Sergeants . . . .	5	4
Sergeants . . . .	14	12
Corporals . . . .	20	20
Lance-Corporals . . . .	—	7
Troopers . . . .	250	244
Saddlers . . . .	2	2
Total . . . .	292	289

*Depot.*

The Police Training School is under the supervision of an Assistant Superintendent. The school has been moved to the site formerly occupied by the African Pioneer Corps at Walker's Camp. The men are accommodated under canvas, and use is being made of the temporary structures left by the African Pioneer Corps pending the erection of the permanent buildings of the training school.

Thirty-nine recruits received training during the year, and of that

number thirty-five were passed out as efficient and posted to Divisions for police work, four were discharged for various reasons, and thirty-five remained to complete their training. Seventeen trained policemen underwent refresher courses during the year.

### *Criminal Investigation Division and Records Bureau.*

A Warrant-Officer with fourteen years previous service in the South African Police was appointed on 1st March, 1946. He was posted to form the nucleus of a Criminal Investigation Division. This officer was graded up to the commissioned rank of Assistant Superintendent of Police with effect from 1st December, 1946, and for the present he is in command of the Criminal Investigation Division.

It is hoped to establish a Criminal Record Bureau under the supervision of the officer-in-charge of the C.I.D., with facilities provided for the taking, classification and filing of finger-prints and for the preparation of plans and maps in connection with High Court cases. It will also deal with the operation of photographic and other equipment.

### *Establishment and Strength.*

During the year 1946 a considerable amount of work has been done to produce plans for re-organisation and the provision of an adequate establishment. Brigadier A. S. Mavrogordato, O.B.E., inspected the Basutoland Mounted Police in June and compiled a confidential report. Certain recommendations of the Report are in the course of being implemented.

### *Work of the Police.*

(1) *Patrolling.* Patrolling of the rural area is an important police duty, and there is nothing better calculated to prevent and detect crime. The Territory was effectively patrolled during the year. 120,914 miles were covered by 8,398 members of the rank and file on 7,093 patrols which were sent out.

(2) *Border Posts.* There are thirty-five border posts manned by an average of two to three men each. Approximately one third of the African establishment of the force manned these posts. They are occupied with normal police duties and work connected with Customs, and they assist the District Administration in various ways.

### *Crime.*

The following table shows the number of convictions for various crimes and offences during the last eight years:—

<i>Nature of Crime</i>			1939	1940	1941	1942	1943	1944	1945	1946
<i>In Magisterial Courts</i>										
Offences	against	the								
person	.	.	191	254	166	320	237	259	298	485
Offences	against	pro-								
property	.	.	217	201	239	324	277	314	433	594
Offences	against	liquor								
laws	.	.	38	56	42	20	28	26	44	61
Other crimes	.	.	1,153	1,190	871	739	830	697	824	834



<i>Nature of Crime</i>	1939	1940	1941	1942	1943	1944	1945	1946
<i>In Superior Court</i>								
Murder . . . . .	4	6	4	12	7	22	5	8
Culpable homicide . . . . .	33	20	11	14	—	11	12	21
Attempted murder . . . . .	1	2	1	1	—	4	2	—
Rape . . . . .	3	3	—	—	—	—	2	4
Other offences against the person . . . . .	3	2	1	3	—	4	—	8
Offences against property with violence to the person . . . . .	—	—	—	—	—	—	—	—
Other offences against property . . . . .	2	8	—	1	—	—	—	—
Public violence . . . . .	—	—	—	—	—	—	—	—
Other crimes . . . . .	1	3	—	5	—	—	—	—
Totals	1,646	1,745	1,325	1,439	1,379	1,337	1,620	2,015

The figures for the war years show for the most part a decrease in comparison with the number of convictions obtained during 1946.

This decrease is attributed to the following factors:—

- (a) Approximately 20,000 Basuto left the Territory on active service. They received good pay, and their dependants regular allowances. The free circulation of money tended to remove the causes of theft and kindred offences. The absence of a comparatively large number of young male inhabitants from Basutoland contributed towards the reduction in the incidence of crime.
- (b) A large proportion of trained African rank-and-file and European officers of the Basutoland Mounted Police were on active service. During this period the African other ranks were replaced by temporary personnel. In the circumstances the lack of adequate European supervision and the shortage of trained policemen adversely affected the proper functioning of the Force.

The increase of crime during the year under review may therefore be attributed to:—

- (a) The return of the members of the Services to civilian occupations in the Territory;
- (b) The cessation of Service pay and allowances;
- (c) The high cost of living and scarcity of essential commodities, and
- (d) The re-organisation and bringing up to strength of the force with resulting increase in police activity.

### (3) PRISONS

*Administration.* The prisons are controlled by the Commissioner of Police and Prisons acting through the Superintendents and Assistant Superintendents in each Division or sub-Division. During the current year a new post of Superintendent of Prisons has been created. It is intended in the near future that the police and prisons services should become separate departments, and at such time the Superintendent of Prisons will be vested with the administration of all prisons subject to the directions of the Resident Commissioner. Each prison is in charge of a gaoler subordinate to the police officer. In all except two cases these

gaolers are native officials. At Maseru and Leribe, however, the prisons are in charge of European gaolers. The subjoined table shows the strength of the prison staff on 31st December, 1946.

<i>Prison</i>	<i>Native Staff</i>					
	<i>European Gaolers</i>	<i>Gaolers</i>		<i>Warders</i>	<i>Female Warders</i>	<i>Total</i>
		<i>Class 1</i>	<i>Class 2</i>			
LERIBE . . .	1	—	2	8	—	11
BUTHA BUTHE . . .	—	1	—	4	—	5
MASERU . . .	1	1	—	17	3	22
TEYATEYANENG . . .	—	1	—	4	—	5
MAFETENG . . .	—	—	1	5	—	6
MOHALE'S HOEK . . .	—	—	1	5	—	6
QUTHING . . .	—	—	1	3	—	4
QACHA'S NEK . . .	—	—	1	4	—	5
MOKHOTLONG . . .	—	—	1	2	—	3
Totals . . .	2	3	7	52	3	67

There is, however, provision for five more Class 1 and three more Class 2 gaolers, as well as a female gaoler, when persons suitable for promotion are found.

*Buildings.* All prison buildings are of stone, with iron roofs and cement or stone floors; the inmates are supplied with bed-boards or sisal sleeping-mats. Cells are usually built to accommodate eight to ten prisoners, and in some prisons a small cell is provided for refractory prisoners or lunatics, or for occasional European prisoners. Each prison has an exercise yard and an outdoor cold shower-bath. From time to time the difficulty of overcrowding is experienced in various prisons, and in some cases the overflow of prisoners have had to be housed outside the prisons in tents. An urgent need is felt for a new central prison of a more modern design. No special accommodation exists in the district prisons for females or Europeans, and they are usually transferred to Maseru.

*Health.* The standard of health generally is good. The daily average of prisoners on the sick list during the year was 24.98. There were two deaths during the year apart from four judicial hangings. All prisoners are examined on admission by the Station Medical Officer who also makes regular visits of inspection to the prison. Prisoners reporting sick are taken to the Government dispensary for examination and treatment. If hospital treatment is necessary they are admitted to the Government hospital. No separate prison medical service exists, and there is no accommodation for sick persons in the prisons.

*Discipline.* During the year conduct on the whole has been satisfactory. Nine prisoners escaped of whom six were recaptured.

*Labour.* Prison labour has been used for stone- and gravel-quarrying, road-repairing, cleaning streets and camps, grave-digging and burials, sanitary work, cleaning and gardening at Government hospitals and houses of Government officials. In the Districts most of the loading and unloading of Government stores is done by prisoners and fodder is carted by them. At Maseru a small mat-making industry is in operation. It is not possible to introduce such industries in the district prisons owing to the shortage of staff and accommodation.

*Remission.* Good-conduct remission of one-third on all sentences over



one month may be granted, and persons serving a sentence of two years or more may be released, and granted a licence to be at large for the period of the remission earned.

*Religious Facilities.* No resident chaplains are attached to the prisons, but visits by ministers of any religion to prisoners of their own denomination are allowed and encouraged. Voluntary services are held by ordained or lay ministers in each prison on Sundays.

*Statistics.* During 1946, 2,724 persons were admitted to prison in the Territory, of whom 1,742 were committed to penal imprisonment. Comparative figures for 1945 were 2,257 and 1,357, respectively. The daily average of persons in prison was 517·88 as compared with 421·28 in the previous year.

## Chapter X: Public Works

### (A) BUILDINGS

During the year building construction continued to be difficult, owing to shortage of materials and skilled labour.

The Basuto National Treasury came into being on 1st April, 1946. The main National Treasury Office at Matsieng is a handsome building in sandstone costing £1,800; and National Treasury Offices at the nine District headquarters were ready for occupation by that date.

Fifty-three African staff quarters distributed at all administrative centres were completed during the year. These houses are constructed in burnt brick or concrete blocks with corrugated-iron roofs. Two are six-roomed, for senior African national officials, the majority have five rooms, and the remainder four rooms.

Five European staff quarters were completed in Maseru and one in Leribe during the year, and a rest house was built at Matsieng.

In addition five more houses are under construction.

A Public Works Department office-building was constructed in Maseru, as also a dispensary building from sectional Army huts. An office building was purchased in Maseru for the Education Department.

In the districts, additions to the African Mental Detention centre at Mohale's Hoek were completed, and a small office building for the Agricultural Department was built at Mafeteng.

African teachers' quarters were built at Matsieng Intermediate School, and at the High School in Maseru, police stables were erected at Mohale's Hoek, and a few other small buildings were put up throughout the Territory.

It is worthy of notice that among non-Government building work under construction are: (a) a fine community hall for Africans in Maseru. This is the gift of Messrs Frasers, Ltd.; (b) Mrs. C. L. Collier is donating a handsome library for the African community, and a start has been made on its construction; (c) Mr. E. H. Stephens, O.B.E., has made a gift of a fine library to the European community of Maseru.

### (B) PUBLIC UTILITIES

The water supplies in Maseru and the other District centres are owned and operated by Government. Its institutions, hospitals, gaols, police

camps and its African and European staff represent by far the largest consumers. During 1946 a grant for £49,500 under the Colonial Development and Welfare Act was approved for the augmentation of the Maseru water supply on conditions to be decided upon in three years time. Similarly, a first instalment for a free grant to provide funds to augment the water supplies of District Headquarters was approved.

The only electricity supply in the Territory is at Maseru. Here the undertaking which supplies electricity to the township and the Leper Settlement four miles distant is owned and operated by the firm of Reunert & Lenz, engineers, of Johannesburg. This firm has a fifteen-year concession due to expire in March, 1948. The future of the undertaking is now being considered closely, as the present concessionaries do not wish to extend their control for a further period.

## Chapter XI: Communications and Transport

### RAILWAYS

The Territory is linked with the railway system of the Union of South Africa by a short branch line from Maseru to Marseilles on the Bloemfontein-Natal main line. One mile of this line is in Basutoland. The South African railway runs near the boundaries of the Territory, and goods are transported by road to the nearest railway station across the border.

The Road Motor Transport Department of the South African Railways have continued their regular services between Fouriesburg and Butha Buthe, Zastron and Quthing, Zastron and Mohale's Hoek, and Quthing and Seapala.

### ROADS

The greater part of Basutoland is very mountainous, and in this area all transport is effected by the use of pack-animals.

On the western side of Basutoland there is a strip of agricultural country from north to south in which a fairly good road system has been developed. The main roads traverse the whole of this area, with branches leading west to the principal points of exit. Nearly all the roads are gravelled and carry motor and ox-wagon traffic in all weather. There are, however, a number of unbridged rivers and streams which, during flood periods, may delay travellers for some hours.

From the main roads a number of feeder roads lead towards the interior. By-roads to trading-centres and missions start from these feeder roads and penetrate still farther into the interior. Although several roads now cross the first range of mountains, none has yet reached the second range. Feeder roads are maintained by the Government, and during this year a certain amount of gravelling has been carried out and particular care taken to improve drainage at the same time.

The by-roads are in some instances unsuitable for any type of traffic except ox-wagons. They are maintained by traders and others to whose stations they lead, and annual Government grants are made towards their upkeep.

On the eastern side of Basutoland, in the Qacha's Nek district, a short



road system, similar to that described above, exists, and the standard reached is much the same as that on the western side of the Territory.

During the year a low-level bridge was completed over the Silver Spruit in the Quthing District. The piers for two low-level bridges across the Sand and Poplar Spruits in the Leribe District were built, but owing to a shortage of cement the decking could not be completed. A number of concrete pipe culverts have been installed.

The funds allocated are tabulated below :—

	<i>Construction Work</i>	<i>Maintenance</i>
1946-47 . . .	£4,000	£28,700

The following is a classification of the roads in the Territory :—

GRAVEL : 320 miles main road and 72 miles feeder road.

EARTH : 40 miles main road and 70 miles feeder road.

#### BRIDLE-PATHS

During 1946 35 miles of new bridle-path was constructed—*i.e.*, the path from the Ntaote-Mashai path towards Matsaili and the path from Mpharane to Ketane Falls. After April no further construction work was done.

During this year the opportunity has been taken to re-organise after the difficult war period, and a careful count has been made of all tools and equipment, spread as it is throughout the large mountain areas.

Maintenance was carried out, at an approximate cost of £11,000.

## PART III

### Chapter I : Geography and Climate

#### (A) PHYSICAL CHARACTERISTICS

The Colony of Basutoland is an enclave within the Dominion of the Union of South Africa, its boundaries running with those of Natal Province to the east, Cape Province to the south, and the Orange Free State to the north and west. It comprises an area of 11,716 square miles, of which about one-quarter in the west is lowland country varying in height above sea level from 5,000 to 6,000 feet, the remaining three-quarters being highlands rising to a height of 11,000 feet in the Drakensberg Range, which forms the eastern boundary with Natal. The mountain ranges run from north to south, and those in the central area, named the Maluti, are spurs of the main Drakensberg Range, which they join in the north, forming a high plateau varying in height from 9,000 to 10,500 feet. It is this area, where some of the largest rivers of the Union, the Orange, the Caledon and the Tugela, have their sources, that has caused Basutoland to be called the " sponge " of South Africa.

The soils in the mountain areas are of basaltic origin, while those in the lowlands are derived mainly from the underlying cave sandstone. In the lowlands the soil has been cropped continuously for upwards of eighty years. Due to the absence of fuel, practically all of the cattle-manure is burnt, so that little or no organic matter is returned to the land ; thus, with the increasing population, both human and livestock, excessive demands have been made on the soil which has lost its structure and has become subject to serious erosion. The soils in the mountains have been brought into cultivation comparatively recently, and are rich, though shallow. Owing to uncontrolled grazing, the areas situated above the arable land have, in many places, been denuded of the grass cover, and the rush of surface water from those denuded areas is causing serious gully erosion on the arable land situated below.

#### (B) CLIMATE AND RAINFALL

Rainfall is variable, and averages approximately 28 inches a year, over most of the country. The deciding factors from the agricultural point of view are whether the rain comes at intervals suited to the growth of the staple crops and whether it comes in the form of short and heavy storms, running to waste and eroding the soil, or in steady, soaking showers. In the lowlands temperatures vary from a maximum of 90 degrees or more in summer to a minimum that rarely drops below 20 degrees in winter ; in the highlands the range is much wider and temperatures below zero are by no means unknown.



## Chapter II : Early History

The Basuto as a nation did not come into prominence until 1818, when Moshesh, a minor Chief of the Bakwena tribe in North Basutoland, gathered together the remnants of the various clans that had been scattered by the raids of the Zulu and Matabele.

The new nation went through many vicissitudes of fortune, first with the emigrant Boers of the Great Trek, and then with the British under General Cathcart in 1852. From 1856 until 1868 there was a series of wars with the Orange Free State burghers and, being hard pressed and having lost a large portion of his country (now known as "the Conquered Territory"), Moshesh sought the protection of the British Government. This was granted and carried into effect by Sir Philip Wodehouse, the Governor of the Cape, by a Proclamation dated 12th March, 1868.

It is interesting that, although Moshesh asked for British protection, the Basuto were received as British subjects, and not as protected subjects by the Proclamation of 1868, part of which reads :—

"Now therefore, I do hereby proclaim and declare that from and after publication hereof the said tribe of Basuto shall be taken to be British subjects, and the territory of the said tribe shall be taken to be British territory."

The country remained in a very unsettled condition until it was annexed to the Cape Colony by an Act of the Cape Legislature, No. 12 of 1871. The Act expressly declared that the Territory was not to be subject to the general laws of the Colony, and gave the Governor power to legislate for it by proclamation and to extend to it by proclamation any Cape Act not otherwise in force therein.

The people never took kindly to the Cape Colonial rule, and, after various disturbances, the Government of the Cape in 1880 extended to Basutoland the provisions of the Cape Peace Preservation Act of 1878, which included a clause for the general disarmament of the Basuto. They refused to accept the terms and, after a war lasting nearly a year, an agreement was arrived at under which the Act was repealed and certain fines were paid by the tribe.

Although outwardly peace was restored, there still remained several Chiefs who would not submit, and it was eventually decided by the Government of the Cape Colony to hand over the administration to the Imperial Government. This was effected by Order in Council of 2nd February, 1884, which was proclaimed and brought into force by Proclamation No. 75A of 18th March, 1884. This Proclamation defined the boundaries of the Territory and restored it to the direct control of the Queen through Her Majesty's High Commissioner for South Africa.

## Chapter III : Administration

### (A) CONSTITUTIONAL AND ADMINISTRATIVE

The Territory is governed by a Resident Commissioner under the direction of the High Commissioner for Basutoland, the Bechuanaland Protectorate and Swaziland, the latter possessing legislative authority,

which is exercised by proclamation promulgated in the Official Gazette. Until 1931 the office of the High Commissioner was held by the Governor-General of the Union of South Africa, but with the close of the Earl of Athlone's period of office the two posts were separated.

The executive posts of the Government, other than those of the Resident Commissioner and Government Secretary, are held by Heads of Departments and District Officers who are responsible to the Resident Commissioner for the good order and administration of their respective spheres. For administrative purposes the country is divided into nine Districts under District Commissioners: Butha Buthe, Leribe, Teyateyaneng, Maseru (the capital), Mafeteng, Mohale's Hoek, Quthing, Qacha's Nek and the mountain station of Mokhotlong. These districts are divided into chiefdoms and sub-chiefdoms presided over by the hereditary Chiefs and sub-Chiefs allied to the Moshesh family, who are responsible to the Paramount Chief in all matters relating to native law and custom.

Heads of Departments are the Financial Secretary, Director of Medical Services, Director of Livestock and Agricultural Services, Director of Education, Director of Public Works, Commissioner of Police and Prisons. In 1947 the Prisons Department will be separated from the Police Department and will come under the control of a Superintendent of the Prisons.

In addition, a Judicial Commissioner was appointed in 1943 to deal with civil appeals from the Paramount Chief's Court, and a Registrar and Master of the High Court was appointed in 1944. A Welfare Officer was also appointed in 1944 to look after the interests of soldiers and returned soldiers.

#### (B) NATIVE ADMINISTRATION

Basutoland is an African Territory without European settlers or land-owners, and is governed under the system of "indirect rule". The Basuto owe allegiance to a single Paramount Chief, under whom is a hierarchy of Chiefs, sub-Chiefs and Headmen, a number of whom trace their descent to Moshesh (1785-1870), the founder of the Basuto nation, and are styled "the Sons of Moshesh". This feudal aristocracy claimed and exercised considerable powers and privileges. An advisory body known as the Basutoland Council, constituted under Proclamation No. 7 of 1910, consisting of the Resident Commissioner as President, the Paramount Chief as Chief Counsellor, and ninety-nine Basuto members, ninety-four of whom are nominated by the Paramount Chief and five by the Resident Commissioner, meets once a year to discuss matters affecting the domestic affairs of the nation and express its opinion on any draft laws and proclamations that may be laid before it by the President. From the nature of its constitution, it has been representative of the chieftainship rather than of the people.

In recent years developments of some political importance have taken place. In 1938 a Native Administration and a Native Courts Proclamation were promulgated. The former recognised the Paramount Chief and his subordinate Chiefs as an integral part of the Government of the Territory, defined their powers and vested them with legal authority, while the latter extended similar recognition to the Basuto Courts and defined and extended their jurisdictions. Further developments were



delayed by the outbreak of war, until, in accordance with resolutions passed at the 1943 session of the Basutoland Council, a District Council was established as an advisory and consultative body in each of the nine Districts into which the country is divided for administrative purposes. These District Councils give the people a voice in the management of local and national affairs. The majority of the members are elected by popular vote at local *Pitsos* (assemblies), and two to five members of the Basutoland Council resident in each District are nominated by the Paramount Chief to sit as District Councillors. These District Councils meet once a year, shortly before the session of the Basutoland Council, and elect one of their members who is nominated by the Paramount Chief for appointment as a member of the Basutoland Council. In addition, both in the Basutoland Council and the District Councils provision was made for the election of members to represent important sectional interests such as the Agricultural Associations, the Progressive Association, Teacher's Associations, the Basuto ex-Servicemen and the Basuto business interests. The effect of this has been the election of about fifteen members of the Basutoland Council by popular vote, and constitutes an important step towards placing the Native Administration on a basis that will be more democratic and more suited to modern conditions and ideas. As a means whereby the Basutoland Council could be consulted when not in session, a Standing Committee, consisting of five of its own members elected by Council, was established, and to this Committee, whose discussions are attended by the Resident Commissioner and Paramount Chief, all questions closely affecting the domestic affairs and welfare of the Basuto people or the progress and development of the Native Administration are referred, when Council is in recess.

A further necessary step in the development of the Native Administration, the establishment of a Basuto National Treasury, was taken. At the end of 1942 a committee consisting mainly of Basuto was appointed to work out a scheme for the establishment of a National Treasury, and its proposals were published in a booklet which was widely distributed throughout the country. The proposals put forward were not confined to the establishment of a National Treasury, but included the re-organisation of the Basuto Courts, entailing a reduction in their number from over 1,300 to about 130. It was further recommended that the long-established practice of Chiefs and others being remunerated by "eating" the fines their Courts imposed and the proceeds of the sale of unclaimed stray stock, which had led to abuse, should be abolished, and that in its place Chiefs and others engaged in carrying out the administrative, judicial and fiscal duties which are now, or will be, undertaken by the Native Administration, should be paid fixed allowances or salaries by the National Treasury, into which would be paid all Court fines and fees and the proceeds of the sale of stray stock. These proposals were accepted by the Paramount Chief on the recommendation of the Basutoland Council in May, 1945.

The political and administrative reforms and re-organisation set out in the preceding paragraphs are regarded as essential preliminaries to undertaking any comprehensive scheme of development, if plans are to be carried out efficiently and economically with the goodwill and co-operation of the Native Authorities and the people and if the social and

economic advance made are to be of lasting value to the life of the community.

### (C) JUDICIAL

The Judiciary consist of a High Court, established by Proclamation No. 58 of 1938, presided over by the Judge of the High Court, with unlimited powers, to which all appeals from the Subordinate Courts lie. Its powers are defined in Section 2 (2) and (3) of that Proclamation, and are as follows :—

“(2) The High Court shall be a Superior Court of Record, and in addition to any other jurisdiction conferred by this or any other Proclamation shall, within the limits of and subject as in this or any other Proclamation mentioned possess and exercise all the jurisdiction, power, and authorities vested in the Supreme Court of South Africa.

“(3) The jurisdiction vested in the High Court shall be exercised (so far as regards procedure, practice, and evidence in criminal cases) in the manner provided by the Basutoland Criminal Procedure and Evidence Proclamation, 1938, and any amendment thereof.”

In the nine Districts of the Territory there are also Subordinate Courts of the First Class, presided over by the District Commissioner of each District, and also Subordinate Courts of the Second and Third Class, presided over by Assistant District Officers, the limits of whose jurisdiction are clearly defined in the proclamation already mentioned, No. 58 of 1938. The appeals lie from these courts to the High Court of the Territory. The powers of Subordinate Courts are fully outlined in Chapter IX of Part II.

By Proclamation No. 62 of 1938 Native Courts were also established throughout the Territory, with jurisdiction specified in the warrants issued to them by the Resident Commissioner, with the approval of the High Commissioner.

An appeal lies from the Native Court of the First Instance to a Native Court of Appeal and thence to the Court of the Judicial Commissioner, which is also a Subordinate Court of the First Class.

District Commissioners have the authority to supervise the proceedings of all Native Courts which deal principally with offences against native law and custom and with infringements of lawful orders issued by the Paramount Chief of subordinate Chiefs.

Appeals from Native Courts were formerly heard by District Commissioners, but appeals became so numerous that it was necessary to establish the Court of the Judicial Commissioner in 1944 with power to hear civil cases of appeal. The powers of this Court are defined in Proclamation 16 of 1944. A fuller description of the Judicial Commissioner's Court is given in Section 9 of Appendix I.

## Chapter IV : Weights and Measures

The weights and measures in common use in the Territory are the British Imperial.

The Cape Act of 1858, which defines the standard of weights and



measures according to the English Act of 1824, still applies in Basutoland in terms of Proclamation No. 4 of 1904.

It is proposed to introduce legislation to bring into force in Basutoland the standards in use in the Union of South Africa, which, according to the Union Weights and Measures Act (No. 32 of 1922), are Imperial Standards of the International Bureau of Weights and Measures. This legislation will bring Basutoland up to date, and will remove any difficulty in regard to assizers from the South African Railways and Harbours Administration who may wish to check scales in this Territory.

It is also proposed to appoint an Assize Officer for the High Commission Territories which will ensure a uniform standard of weights and measures throughout the Territory.

## Chapter V: Newspapers and Periodicals

Several papers are published in the Territory in the Sesuto language; these are *Mochochonono*, *Moeletsi-oa-Basotho* and *Leselinyana*. The first is published by the Bantu Press, Ltd., and the other two are Mission papers. They are weekly publications.

In addition to these, there is the newspaper *Mphatlalatsane*, which is published by the Bantu Press in Johannesburg mainly for the interest of the Basuto community living there. It is also distributed in Basutoland. A page of this paper is reserved by the Basutoland Administration, and is used for the publication of items of special interest that have occurred in Basutoland, and for propaganda work. Slip copies of special articles, particularly on agricultural, medical and educational subjects, are obtained in bulk and distributed throughout the Territory, in the Sesuto language.

The only English newspaper which is published locally is the *Basutoland News*, a weekly publication which deals mainly with the interests of the European community.

## Chapter VI: Bibliography

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# APPENDIX I

## Review of the Years 1939-45

The last report on the social and economic progress of Basutoland was published in 1939 for the year 1938. The report was suspended during the war years. The purpose of this appendix is therefore to give in general outline the main events of the war period in Basutoland.

This summary will be divided into the following sections :—

- (1) Basutoland's contribution to the war effort.
- (2) Military Pensions Board, 1942-45.
- (3) Political progress during the war.
- (4) Agriculture.
- (5) Communications and public works.
- (6) Education.
- (7) Medical development.
- (8) Financial position.
- (9) Legislation and the Judicial Commissioner's Court.
- (10) Report on the Rand Agencies, 1939-45.

### GENERAL

From a perusal of these sections it will be seen that, in spite of many difficulties due to loss of staff, both European and African, who joined the Services, there has been no period of stagnation during the six years of the war. Rather may it be said that the country has looked ahead and is determined to find a solution to the many difficulties with which it is beset.

### I. BASUTO WAR EFFORT

In September, 1940, a company of 145 strong entrained for service with the Native Military Corps, Union Defence Force. This company eventually became "E" Company of the 4th Battalion of the Native Military Corps, Union Defence Force, which was in training at Holfontein near Springs, Transvaal. The company was under command of five European officers and two European N.C.O.s from Basutoland.

For three months the company trained with the battalion, armed only with assegais.

Thereafter the battalion was split, the half of which "E" Company formed part went to Quaggapoort, just outside Pretoria, and its role then became that of guard duties in and around Pretoria.

This role continued until 30th June, 1941, when the company returned to Basutoland and was re-enlisted into the African Auxiliary Pioneer Corps (Imperial Army), later to become the African Pioneer Corps.

*African Pioneer Corps.*

A military camp known as Walker's Camp was established at Maseru, and recruits drawn from every district in the Territory underwent preliminary training before being drafted in companies to the Middle East. The total number of Basuto volunteers recruited for the African Pioneer Corps numbered 21,462, which, considering the total population of approximately 600,000 and the large numbers (some 60,000) recruited for employment in the mines and industries of the Union, can be considered as an outstanding contribution in man-power. In addition, approximately 2,500 Basuto from the Territory served with the Union Forces in the Native Military Corps.

From Basutoland's small European population (some 1,500), forty officials and 147 non-officials joined various units of the Union or Imperial Forces.

Basutoland has every reason to be proud of the splendid record achieved by her sons in the African Pioneer Corps. The duties performed by these men were numerous and varied. Many were engaged on ordinary pioneer work, such as the construction of aerodromes and defensive works, at the ports and on lines of communication, on garrison and guard duties, but a large proportion were "diluted", replacing British Imperial troops, and were engaged on fire-fighting, driving lorries, mechanical repairs, hospital work, manning the guns of coastal defence, anti-aircraft and mountain batteries, and performing other military work of a skilled and technical character. Their physical endurance and eagerness to learn won the Basuto high praise from the Commanders-in-Chief, Middle East Forces and Central Mediterranean Forces, and from the Eighth Army, to which many of the Basuto companies were attached, and with which they fought throughout the North African, Sicilian and Italian campaigns up to the final unconditional surrender on the Italian mainland. Thus these Basuto warriors have played a full and important part in the final victory which is ours and have fully justified the words spoken by their late Paramount Chief Seeiso Griffith, who, on the outbreak of hostilities, informed the Resident Commissioner that:—

"The Basuto of to-day are the same people as yesterday and their loyalty is the same. As their King is at war, they are at war and they await any call for service which may be made to them. They trust in the righteousness of the British cause and are confident of the success of the British arms."

*Casualties.*

Approximately 1,000 Basuto in the African Pioneer Corps lost their lives as a result of enemy action, sickness or other causes. Of this number 624 men were drowned at sea as the result of the sinking in 1943 of the troopship *Erinpura* by enemy action in the Mediterranean.

European casualties were also heavy, and included twelve killed on active service. The final statistical figures are as follows:—

Enlisted	21,463
Embarked for Middle East	19,233
Deaths by Enemy Action	683
Died of Natural Causes and Accidents	440



*Honours and Awards.*

An indication of the gallantry and devotion to duty of the Basuto in the African Pioneer Corps is shown by the following details of awards.

O.B.E.	.	.	.	.	.	.	1
M.M.	.	.	.	.	.	.	6
B.E.M.	.	.	.	.	.	.	8
Mentioned in Despatches	.	.	.	.	.	.	47
Commendations	.	.	.	.	.	.	19
Acts of Gallantry	.	.	.	.	.	.	4

Distinctions won by European residents on active service include three Distinguished Flying Crosses, one Croix-de-Guerre with Star and a number of "Mentions".

*War Fund Contributions.*

Substantial contributions have been made since the war began to Imperial War Funds by the residents of Basutoland. The first large contribution was made at the end of 1940, when, at the suggestion of Paramount Chief Seeiso Griffith, the sum of £100,000 drawn from Government surplus balances was handed to the United Kingdom Government as a free gift for the purchase of fighter aircraft. The aircraft purchased were used by the Basutoland Spitfire Squadron of the Royal Air Force, which took part in the Battle of Britain, the defence of Malta and saw service in North Africa, Sicily and Italy. This squadron achieved a splendid record.

Further sums from the Territory's surplus balances totalling £130,000 were lent to the British Government free of interest. In addition, an interest-free loan of £25,000 was made from the War Levy Fund. Private voluntary loans, free of interest, amounted to £2,225.

*Basutoland War Fund.*

The total amount collected by the Basutoland War Fund was just over £123,000. Of this £67,242 was sent to His Majesty's Government in the United Kingdom as a free gift for the general prosecution of the war. The rest was distributed between British, South African and Basutoland welfare organisations.

*The Basutoland War Charities Fund.*

This fund was distinct from the Basutoland War Fund, and also contributed to war charities in both South Africa and the United Kingdom. It raised over £159,000.

Many organisations to assist in providing comforts for our forces and alleviating suffering due to war conditions were begun shortly after the outbreak of hostilities. These voluntary organisation achieved remarkable results and a summary of their activities is given.

*The Victoria League.*

The Maseru Branch of this League, consisting of between seventy and 100 members, was responsible for the making of approximately 22,000 articles, such as pairs of socks, stockings, gloves, mittens, slippers, pyjamas, and jerseys, scarves, caps, bed-jackets, sheets, bandages, hussifs, bags,

etc. These articles were distributed to the Fighting Services (including the Basuto troops serving in the African Pioneer Corps), hospitals, prisoners of war, air-raid relief in Great Britain, etc. In addition, over £2,000 was donated to various relief funds and for the purchase of Christmas parcels sent to the forces.

### *The Basuto Gifts and Comforts Fund.*

In order to provide gifts and comforts for the 21,000 Basuto troops in the African Pioneer Corps, the sum of £10,000 was allocated from the War Levy, and committees were set up in each District to provide knitted garments made by Basuto women from imported manufactured knitting-wool and from yarn spun from Basutoland wool. The following is a list of garments despatched to the troops in the North:—

Balaclava caps	.	.	.	1,457
Socks, pairs	.	.	.	6,866
Scarves	.	.	.	4,780
Jerseys	.	.	.	257
Mittens, pairs	.	.	.	1,096
Gloves, pairs	.	.	.	739
				<hr/>
				15,195
				<hr/>

One hundred and forty-four spinning-wheels, 444 carders and twenty-four winders were purchased and issued to the various working units, in order that locally grown wool could be spun into yarn. Many Basuto women have become expert spinners under the guidance and supervision of interested European women.

### *South African Women's Auxiliary Services.*

A Branch of the South African Women's Auxiliary Services was formed in Maseru in 1940. The average number of members was approximately forty. Up to May, 1945, £1,328 was sent to the various war charities and 718 parcels costing £504 were sent to the European men from Basutoland and N.C.O.s of the African Pioneer Corps.

A canteen was started in 1941 for the N.C.O.s of the African Pioneer Corps, and continued to the end of the war.

Nursing members ran a military hospital for nine months.

Through the South African Women's Auxiliary Services hospitality section arrangements were made for approximately 300 British (mostly R.A.F.) Service men and women to spend their leave in Basutoland.

Cigarettes were provided to all Basuto troops returning on leave.

### *Navy League.*

This was started at the outbreak of war. Moneys collected were paid into the Basutoland War Fund until 1943. Since 1943 approximately £7,300 was collected, as well as 20,000 lb. of sheepskins, four hundred gifts and comforts were distributed.

### *Maseru Red Cross Society.*

The Maseru Branch of the Red Cross Society was formed in July, 1942. Prior to this there had been a branch of the St. John Ambulance



Brigade, but, owing to difficulties of communications, it was decided to transfer to the South African Red Cross Society.

By the end of 1944, four members had gained the Advanced Certificates and fourteen the General Certificates in First Aid (including four Silver Medals), while six members gained the Advanced Certificate and sixteen the General Certificate in Home Nursing (including two Silver Medals).

Approximately £1,400 was raised by various public functions and donated to the South African Red Cross Society.

#### *Prisoners-of-War Fund.*

A Committee was formed in Maseru to raise money for this fund, and altogether the sum of £4,540 was collected.

#### *War Levy.*

In 1942 a War Levy was imposed by the Regent on all Basuto taxpayers, other than those serving in the armed forces. The amount of levy, which is not an annual payment, was graduated according to ability to pay. The total amount collected from this source was £99,131. Money from this fund will be used for the rehabilitation of the Basuto soldiers and for national development and welfare. By the end of 1946, £50,000 had been paid to the Home Industries Organisation, £10,000 to the Gifts and Comforts Fund, and £5,000 to the Soldier's Benefits Fund.

### 2. MILITARY PENSIONS BOARD, 1942-45

1. The Board was constituted in September, 1942, as follows:—

- (a) A Chairman.
- (b) A Civil Medical Officer.
- (c) A officer of the R.A.M.C.
- (d) A representative of the Paramount Chief.

The above posts were held by—

- (a) The Government Secretary from inception until March, 1944. Lt.-Col. H. Crosthwaite, C.I.E., C.B.E., a retired official of the Indian Civil Service, *who gave his services free* from March, 1944, to November, 1945. Mr. O. Guise-Williams, a retired Provincial Commissioner from Tanganyika from November, 1945, to December, 1946.
- (b) Dr. H. W. Dyke, C.B.E., Director of Medical Services, who retired from the Basutoland Government Service in November, 1944, has continued to serve as Medical Member of the Pensions Medical Board during period, 1942-46.
- (c) In 1945, when the R.A.M.C. officer's services were no longer available, his post was filled by a Government Medical Officer detailed by the Director of Medical Services.
- (d) Mr. D. H. Mochochoko served throughout as the Paramount Chief's representative.

2. The Union War Pensions Act, 1942 (excluding alternative pensions), was approved by the War Office as the Act to be applied by the Board.

This Act was amended by Act 1944, and the amendment was approved by the War Office. The Royal Warrant which applied this Act directs that the administering authority should observe Union procedure for "similar personnel".

3. The Board assembled for the first occasion on 2nd September, 1943, and during the period ended 31st December, 1945, had assembled 118 times.

4. The total number of cases which came before the Board during this period was 3,035, made up as follows:—

*First Applications*

Ex-Soldiers: Pensions	.	.	.	.	.	850
Permanent pensions	.	.	.	.	.	1
Gratuities	.	.	.	.	.	301
No awards	.	.	.	.	.	262
Dependants: Pensions	.	.	.	.	.	912
Gratuities	.	.	.	.	.	35
No awards	.	.	.	.	.	35
Total	.	.	.	.	.	<u>2,396</u>

*Re-Examinations*

Pensions	.	.	.	.	.	456
Gratuities	.	.	.	.	.	68
Gratuities on permanent scale	.	.	.	.	.	5
Cessation of pension	.	.	.	.	.	31
Awards to dependants as a result of death of Pensioners	.	.	.	.	.	77
No awards to dependants	.	.	.	.	.	2
						<u>639</u>

5. The number of known outstanding cases which have still to come before the Board is 337.

6. *General.*

*Discharged Soldiers' Hospital.*—In 1944 the Discharged Soldiers' Hospital was opened in Maseru. Pensioners requiring observation or hospital treatment for their pensionable disabilities are admitted to this hospital by the Pensions Medical Officers. Sixty ex-soldiers were admitted in 1944, 100 in 1945.

In the Districts pensioners receive free medical attention for their disabilities at the various Government Dispensaries.

*Pensioners' Rest Hut.*—At the end of 1944 a hut with a kitchen lean-to was erected for the accommodation of pensioners coming to Maseru for examination.

*Cemetery.*—A section of the native cemetery of Maseru was set aside fenced and grave-sites demarcated, to be used as a War Cemetery. Approval was given for an attendant to be employed at a salary of £18 per annum, and £3 per annum is provided for contingencies.



A summary of the activities of the Pensions Board during 1946 will be found earlier in this Report.

### 3. POLITICAL PROGRESS DURING THE WAR

Under the stimulus of war and the pressure of changing conditions in the world, many developments of considerable political importance have taken place during the period from 1939 to 1946. These developments have been towards the closer association between the Government and the Native Authorities and the increased participation of the people in the administration of the Territory.

These reforms were preceded in 1938 by the promulgation of the Native Administration and Native Courts proclamations. The former recognised the Paramount Chief and the chieftainship as an integral part of the Government of the Territory, defining their powers and vesting them with legal authority, while the latter extended similar recognition to the Native Courts and defined and extended their jurisdiction.

The untimely death of the Paramount Chief Seeiso Griffith in December, 1940, brought to a close a brief but promising reign. Chieftainess Mantsebo Seeiso was given formal recognition as Regent on 10th May, 1941. Subsequently her appointment as Regent was disputed by Chief Bereng Griffith, and the case was heard in the High Court of Basutoland before Mr. Justice Lansdown, who, on 30th March, 1943, dismissed the claim and gave judgement in favour of the Regent with costs.

According to Sesuto custom, members of the tribe were able to voice their opinions at national assemblies called *Pitsos*, and up to 1902 these *Pitsos* were held regularly on a large open plain known as Thota-ea-Meli, situated midway between the paramountcy at Matsieng and the capital, Maseru. These *Pitsos* were attended by the Resident Commissioner and all the principal Chiefs in Basutoland. In the year, 1903, there was established under the authority of the High Commissioner a Council consisting of representatives of the inhabitants of the Territory for the discussion of matters affecting their domestic affairs. This Council was later duly constituted under High Commissioner's Proclamation No. 7 of 1910 and was styled the Basutoland Council, consisting of a president and not more than 100 members. Under the constitution of the Basutoland Council the Resident Commissioner is the President, the Paramount Chief is Chief Councillor, with authority to nominate ninety-four persons belonging to the Basuto tribe for approval by the Resident Commissioner and appointment by him, as members.

The Resident Commissioner may appoint five members. It is also provided that the members of Council shall include the principal Chiefs, and that appointments shall further, so far as practicable, be representative of the different interests and opinions of the members of the tribe.

At its 1943 Session the Basutoland Council unanimously passed a number of resolutions of considerable political importance. The most important of these provided for the establishment of nine District Councils as a means of bringing Councillors into closer touch with the people. The constitution of these District Councils provided for Councils, consisting of from fifty to eighty members, according to the population of the District, presided over by the District Commissioner. The majority of these

members are elected by popular vote at *Pitsos* held in each ward and every member of the Basutoland Council residing in the District has a seat on the District Council. These District Councils meet once a year, shortly before the Session of the Basutoland Council, and elect one of their members who is nominated by the Paramount Chief for appointment as a member of the Basutoland Council. In addition, provision was made for the election of members to represent important sectional interests such as the Agricultural Association, the Progressive Association, Teachers' Association, the Basuto ex-Servicemen and the Basuto business interests. The effect of this has been the election of fifteen members of the Basutoland Council by popular vote, and constitutes an important step towards placing the Native Administration on a basis that will be more democratic and more suited to modern conditions and ideas, but will still be in accord with the traditional Basuto methods of government.

Another resolution recommended the appointment of a Standing Committee, consisting of five of its own members elected for that purpose to meet at Matsieng or Maseru, to which all important questions of policy affecting the daily life of the Basuto and the Native Administration should be referred by the Paramount Chief and the Resident Commissioner. This Standing Committee is now functioning with marked success.

At this important session the Council also made provision for the compilation and revision of the more important Basuto customary laws and of the principal orders and rules made by the Paramount Chief.

Unremitting effort has been given to the acceptance by the Basuto of a proposal for the establishment of a Basuto National Treasury, and a committee, consisting mainly of Basuto, was appointed to work out a scheme to put before the nation. The proposals put forward were not confined to the establishment of a National Treasury, but included the re-organisation of the Basuto Courts, entailing a reduction from over 1,300 to less than 130, the payment of fixed allowances to Chiefs, and salaries to those engaged in carrying out the administrative, the judicial and fiscal duties which are now, or will be, undertaken, and the payment of all Court fines and fees and the proceeds of the sale of stray stock into the National Treasury. These proposals were accepted by the Paramount Chief on the recommendation of the Basutoland Council in May, 1945. The National Treasury was inaugurated on 1st April, 1946.

#### 4. AGRICULTURE, 1939-45

It is on the development of agriculture that the future economic prosperity of this country must chiefly depend. Much stress has therefore been laid on the preservation of the country by

- (i) Anti-erosion measures.
- (ii) The recovery of fertility where this has been lost.
- (iii) The improvement of stock and crops and the methods of marketing.
- (iv) Developing the system of farming.

##### *Anti-erosion Measures.*

Owing to over-grazing and over-cultivation very severe erosion has occurred, and much work has been carried out to stabilise the soil and to



restore eroded lands. In few parts of Africa has so much progress been made in contour terrace work. Since the inception of the work in 1935, as much as 131,000 acres of land have been terraced with the aid of machinery units, 149 dams have been constructed and 41,000 acres of land, inaccessible to machinery units, have been protected with buffer grass contour strips.

#### *Recovery of Soil Fertility.*

Owing to the low fertility of worn-out lands, it is essential that large quantities of organic matter be returned to the land as soon as possible. To this end a large Tree-Planting Campaign was commenced in November, 1942, with the object of providing wood fuel for the people, thereby releasing kraal manure for the land which at present is being burnt.

Since the campaign was started some 15,000,000 trees have been planted in village wood lost by the people. The Agricultural Department has assisted farmers by providing Scotch carts on loan for the purpose of transporting manure from villages to the land.

#### *Livestock.*

The last livestock census taken in 1940 provides the following figures :—

Sheep	.	.	.	.	1,597,887
Goats	.	.	.	.	565,554
Cattle	.	.	.	.	470,040
Horses	.	.	.	.	88,272
Donkeys	.	.	.	.	29,829
Mules	.	.	.	.	1,111

Considerable numbers of livestock are exported to the Union each year, but the main industry of the Territory is the production of wool. A great effort has been made in recent years to improve the quality of this commodity by the introduction of stud Merino rams for sale to stock-owners. Since the inception of the scheme 5,689 stud rams have been introduced and sold to Basuto stock-owners. This, together with the improved methods of wool-classing, the dosing of sheep to rid them of internal parasites and better methods of marketing the wool, is achieving the desired results.

The scheme for the improvement of cattle by the introduction of selected bulls of the Afrikaner type and the prohibition of the importation of undesirable or scrub cattle has been continued.

Since the Equine Improvement Scheme was initiated in 1936, sixty-five thoroughbred stallions and forty-five donkey-jacks have been introduced.

#### *Developing the System of Farming.*

Experiments are being carried out by the opening of small mixed farms at various centres in the Territory, on which the occupier lives with his family and maintains a few head of livestock. A proper system of farming and correct land management is being demonstrated on these small holdings of approximately 14 acres.

Plots for agricultural experimental work at Government schools are

being set aside where rotation of crops and the proper management of the land to maintain fertility can be demonstrated to the pupils.

An endeavour is being made to ensure that each family should maintain a vegetable garden, and this aim has met with a fair measure of success.

## 5. COMMUNICATIONS AND PUBLIC WORKS

Since 1938 the roads of the Territory have been adequately maintained. The policy to reduce the difference between the standard of main and "feeder" roads has been continued, and two important sections of "C" or traders roads, kept in repair by £ for £ grants—viz., the Pitseng and Mapoteng roads in the Leribe District were taken over by Government.

Nine low-level bridges have been constructed, including bridges over the Phuthiatsana, Teyateyaneng and Seapapala rivers, while five pipe causeways have been built, including a major crossing of the Hlotse River. The construction of culverts has been continued and each year work on reclamation of roadside *dongas* has been undertaken.

The most important development carried out by the Department has been the carrying through of the bridle-path construction scheme, the urgent need for which was first described in Sir Alan Pim's Report published in 1935. Constructed bridle-paths have now become an important part of the communications of Basutoland and greatly facilitate the marketing of mountain produce.

Actual work on them started in 1938, and by the end of 1946 approximately 1,550 miles had been completed at a cost of £61,800 or about £41 a mile.

The construction has followed the routes as laid down in the original Report, with some minor exceptions. The map shown at the end of this Report indicates their location. Similarly, the original specification recommended has been followed, except that the path width has in general been increased from 8 feet (including drainage) to 9 or 10 feet, depending on the importance and location of the path; and the cross drains have been made wider.

Many sections which were then (1936-37) classified as easy-going, and left untouched, have subsequently been made up to the specification laid down, as the general demand for a good path all the way has arisen from the ease of travelling on made paths.

To indicate the great change from the boulder-strewn grades of 1 in 4, which took two to three hours to ascend on the big Leribe passes, it may be mentioned that a jeep managed to reach the top of the lowest and best made of the major passes (Mosalemane); the top of which is 8,600 feet. (The highest pass, the Pelatsoeu Pass, is 10,200 feet.)

As result of actual experience it has been found that the paths can now be maintained for £7 a mile provided adequate supervision is available.

Owing to torrential storms and melting snow, constant maintenance is essential to prevent serious damage occurring, but there seems to be no possibility of stopping one of the chief sources of serious damage—namely, the dragging of ploughs along the Government paths.

Construction work on the bridle-paths in the mountain areas of Basutoland, comprising three-quarters of the whole Colony, is probably the most important development work ever carried out in Basutoland for the amount of money spent, and is greatly appreciated by the people.



During 1944 "Plans of Development and their Financial Implications" for Basutoland were put forward by the Resident Commissioner with a view to obtaining grants under the Colonial Development and Welfare Act.

Three-quarters of the Territory, or about 8,000 square miles, whence practically the whole of the exports originate, is without any means of transport other than the primitive pack system.

This method of transport has nothing to recommend it. In spite of great improvement since the construction of Government bridle-paths, described above, native pack transport postulates cruelty and inefficiency through loss, delay and substantial damage to produce from weather and the hazards of the journey.

In the absence of motor roads, produce and goods can be transported only at high cost; hospitals, dispensaries and schools can be built only with great difficulty and at prohibitive expense; effective control of agriculture and grazing, essential if the increase of erosion is to be stayed and the vital watersheds preserved, is impracticable.

So in 1945 a free grant was made under the Colonial Development and Welfare Act, as Scheme D. 445 for the Survey and Improvement of Motor Roads and Development of Bridle-paths. A survey was made for a motor road from Maseru to Ntaote's, which lies in the very heart of the mountain areas. The line of the projected route is from Maseru to St. Michael's Mission 16 miles, thence to Marakabei's and on to Ntaote's, a further 87 miles of new construction.

An application for a free grant of £186,000 under the Colonial Development and Welfare Act has been prepared for the construction of this road.

The great importance of providing a motor road to Mokhotlong has not been overlooked, and in 1946 the Natal Provincial Council agreed to investigate the cost of a road up Mohlesi Pass in Natal.

A reconnaissance survey was carried out in the Butha Buthe District from Joel's Drift to the Witzies Hoek road via Libono.

Turning to Government buildings erected during the period 1939-45: (a) *Schools, etc.* The initial group of buildings of the High School at Maseru was completed, and the school was opened in 1940. The buildings comprised the main school building; a boys' boarding-house; headmaster's house; a small European staff house, and two African staff houses. The following year quarters for an assistant headmaster were constructed and small museum and library buildings were completed.

A second building programme was completed in 1945, which included a girls' hostel and domestic science classrooms, and additional classrooms; while a second boys' hostel, paid for from a Colonial Development and Welfare Act grant, was also erected in 1945. Six African teachers' quarters additional to the two built for the opening of the school have been completed.

The Leribe Intermediate School was enlarged in 1939 and African teacher's houses at Leribe, Maseru and Mohale's Hoek Intermediate schools have been built since that year.

(b) *Medical, etc.* At the mountain station of Mokhotlong, quarters for a European Medical Officer were completed in 1943 and additions were made to the dispensary. Towards the end of the war, in 1944, a discharged soldiers' hospital was erected in Maseru.

(c) *Offices.* An office building was built at Matsieng, the seat of the Paramountcy in 1942.

(d) *Quarters, etc.* A new officers' mess was built in 1940 at Maseru, and was occupied by the staff of the African Pioneer Corps during the period of recruitment. One house was built and three others purchased during the war period.

(e) *African Staff Quarters.* A few African staff quarters have been constructed annually since 1939, but it was not until 1944 that Government embarked on a large-scale programme of building which is referred to earlier in the Report, in the chapter on "Housing".

### *Water-works.*

New Pumps and settling reservoirs for river water were constructed at Maseru in 1940 at a cost of £4,000. A small filter and chlorinating apparatus was installed in 1943, and this plant has enabled Maseru to carry on, until the major scheme costing £49,500 approved under the Colonial Development and Welfare Act in 1946 has been completed.

## 6. EDUCATION

### *Summary of Events since 1938.*

A new system for the allocation between the three recognised Missions of the amount available for grants had been under consideration and discussion for some time. (The grants were to be distributed according to qualifications of teachers, and not average attendance.) However, in 1941, when the scheme was to come into effect, it became apparent that the implications of the scheme had been misunderstood by the Missions, one of which in particular found itself in difficulties. Consequently a special arrangement was made involving temporary, supplementary assistance towards the maintenance of its "registered" schools ("registered schools" are schools which had been accepted as eligible for grant assistance, should it ever be possible to increase the grants-in-aid sufficiently). In the following year it was found impossible to reach any solution of the problem of allocating grants-in-aid which would be acceptable to all the Missions. The matter was referred to the High Commissioner, who therefore decided to stabilise the grant position by fixing each Mission's grant until further notice at a figure which would enable it to pay the salaries of its existing teaching staff in aided schools and also to spend, if it wished to do so, £20 on the salary of a teacher in each of its registered schools. The total annual figure for grants to Missions was fixed at £58,300, at which it remained until 1946.

The financial position was further complicated by the introduction of cost-of-living allowances to teachers, which was approved in 1944 with retrospective effect from January, 1943. The annual cost of these allowances has been about £40,000—a sum which the Basutoland Education Fund has not been able to bear. The reserve in the fund was soon used up, and general revenue had to meet the deficit. In March, 1946, therefore, the fund ceased to exist, and all education expenditure came under the Education Vote.

As a consequence of the financial and other difficulties, the long-



awaited Commission appointed by the Secretary of State "to enquire into the present policy and practice as regards African Education in Basutoland, and having regard to financial resources that might be available, to make recommendations for its development", arrived in Basutoland in April, 1945, and spent seven weeks in the Territory. The Commission consisted of Sir Fred Clarke, Chairman, Mr. G. Power, Director of Education, Gold Coast, and Dr. W. M. Eiselen, Chief Inspector of Native Education, Transvaal. Its report was not published until May, 1946, since when the necessary re-organisation consequent on the Commission's recommendations has been under most active consideration.

In 1939 a new syllabus was introduced in the elementary vernacular schools. This stressed the need for the education of the children to be connected at as many points as possible with the life and general development of the people as a whole. The following year a new intermediate school syllabus on similar lines was also introduced. The question of how to obtain in education a more effective emphasis on the needs of the rural community was considered at a conference of all interested parties in 1942. Arising out of the conference, a committee was formed to draw up a programme of action. As a consequence, school gardening was stressed and practical gardening and hand work were included as examination subjects in the Standard VI examination; money was provided by the Department for the purchase of garden tools (to be sold at half price to Missions), and for sewing grants. Propaganda and instruction in regard to nutrition were carried on at teachers' meetings, and through the *Teachers' Magazine*; members of the staff also addressed meetings of parents and of the Homemakers' Association. The new Basutoland Primary Teachers' Course, with a strong emphasis on agriculture, domestic science and practical work generally, was adopted and introduced in 1944. Conferences were held with Teacher Training Institutions to see how the agricultural programmes could be improved. Five departmental bursaries per annum to the Fort Cox Agricultural School were also provided. But any scheme for the improvement and development of agricultural teaching in the schools depends on the availability of land. At conferences with the Paramount Chief's representatives it was agreed, therefore, that every elementary school should have a garden of at least half an acre and every intermediate school six acres for gardening and agriculture, while two areas (one mountain, one lowland) of approximately 400 acres should be set aside for development as school farms. Unfortunately, it has not always been possible to obtain the additional land from the Chiefs, and a number of schools are still without gardens.

Land for the school farms also has not yet been made available.

The Basutoland High School, under Government control, was opened in Maseru in 1939 to provide education up to matriculation standard, so there would no longer be a gap on the education ladder between the Junior Certificate classes at Mission Institutions and the University classes at Fore Hare. The accommodation provided was soon found to be inadequate, and a girls' hostel, a domestic science block and additional classroom accommodation were added. The Colonial Development and Welfare Fund later provided money for a second boys' hostel and additional staff.

For some years the need for the expansion of the facilities for vocational



training at the Lerotholi Technical School has been realised, but funds had not been available. In 1944, however, a grant from the Colonial Development and Welfare Fund enabled a start to be made on a comprehensive building scheme which would ultimately provide accommodation for 200 apprentices, as compared with the present seventy-five. This will enable the facilities in the existing course to be doubled, and permit of the introduction of motor mechanics', tailoring and clerical courses, the last-named mainly for the training of probationer clerks for Government service.

Another interesting project has been the starting of the Home Industries organisation. This is a development of the spinning which was undertaken under the auspices of the Basutoland Gifts and Comforts Fund. At first a woman inspector was seconded to assist in the organisation of the spinning, but in 1944 a full-time organiser was appointed to investigate conditions in Basutoland and draw up plans for the development of home industries in the Territory. A comprehensive plan for spinning and weaving, including the training of instructors, was finally decided on and approved, but was held up until 1946 owing to the untimely death of the organiser in the middle of 1945.

A considerable expansion has been made in the bursary programme, so that when the full scheme is in operation approximately 130 students will be assisted annually, at a cost of over £3,200. This amount is not now all chargeable to the Education Vote, however, as the medical bursaries have been placed under the Medical Vote. Five Basuto students are taking the medical course at Witwatersrand University.

An event of potential importance in the educational programme of Basutoland was the inaugural meeting of the Basutoland African Teachers' Union in December, 1943. This Association developed strongly, but was confined in practice to Protestant teachers. Its replacement as a national body by the Basutoland African National Teachers' Association is dealt with earlier on in this Report.

The opening of recruiting for the African Pioneer Corps in 1941 resulted in a temporary drop in the enrolment of boys. In order to provide educational facilities for the troops, one Education Officer was released for service with the Army Educational Corps to organise education among the High Commission Territory units in the African Pioneer Corps in the Middle East. This involved the training of instructors, who then attempted to eliminate illiteracy and to teach Oral English in their units. With the cessation of hostilities in Europe and the beginning of demobilisation, educational work began to be directed more definitely towards the re-absorption of the men into civilian life. Special courses and examinations were arranged for men wishing to obtain Standard III or Standard VI certificates, and short course in agriculture and stock-farming were organised in Palestine, and so on. Tentative special plans were made in the Territory for those ex-soldiers who might wish to continue with their post-primary education, but the numbers wishing to do so were so small that it was found easier to absorb them into the existing courses. Financial assistance for such ex-soldiers has been provided from Welfare Funds.

During the war years the Department became responsible for the distribution of the Ministry of Information pamphlets and propaganda for the British way of life generally. A portable cinema projector was



introduced, and a number of shows given by departmental officers in and around Maseru.

The Territory has for many years been faced with a shortage of trained teachers. To help to overcome this a special two-year course (called the Elementary Vernacular Teachers' Course) was started for elementary school teachers who had had some years' service but were not qualified teachers. This course started in 1939, and served a useful purpose, but was discontinued after 1944, by which time the bulk of teachers who could have then benefited from such a course had already taken it. The replacement of the Native Primary Lower Teachers' Examination of the Cape Education Department by the Basutoland Primary Teachers' Course in 1944 has already been referred to above. This course is more specifically adapted to the needs and conditions of Basutoland, and is of similar standard to the teachers' examinations in the various provinces of the Union.

## 7. MEDICAL DEVELOPMENT

The following are the major developments which have been accomplished since 1938. It will be appreciated that these are limited, as all expansion was curtailed during the Great War.

- (a) 1939. Extension of the Quthing Hospital from twelve to twenty-six beds. This extension included a good operating theatre, an isolation ward detached from the main building.
- (b) 1940. Installation of water-borne sewage at Mafeteng Hospital and at the Paramount Chief's residence and Court at Matsieng.
- (c) 1940. Extension to the Government Hospital at Leribe from thirty to fifty beds.
- (d) 1943. Construction of Detention Centre for lunatics at Mohale's Hoek to accommodate thirty-five dangerous lunatics.
- (e) 1944. Construction of the temporary Discharged Soldiers' Hospital with sixty-three beds in Maseru. This is built of pre-fabricated material which had been used as Army huts by the Union Defence Force.
- (f) 1945. Completion of additional wards to the temporary Cottage Hospital at Mokhotlong.
- (g) During the eight years' period 474 village springs have been constructed throughout the Territory.

The following table shows the total number of patients treated at Mission hospitals from 1939 to 1945.

	<i>Hospital In-Patients</i>	<i>Dispensary Attendances</i>	<i>Injection for Syphilis</i>	<i>Total</i>
1939 . .	882	19,549	2,271	22,702
1940 . .	966	25,098	3,722	29,786
1941 . .	1,047	25,532	4,716	31,295
1942 . .	1,216	26,285	6,014	33,515
1943 . .	1,198	27,736	6,991	35,925
1944 . .	1,338	35,349	6,439	43,126
1945 . .	1,500	38,011	8,051	47,562

The following table gives a summary of the work carried out at Government Hospitals and Dispensaries during the years 1939-45.

	<i>In-Patients treated in Hospital</i>	<i>Operations</i>		<i>Out-Patients treated at Dispensaries (including those receiving injections for Syphilis).</i>			<i>Total</i>
		<i>Major</i>	<i>Minor</i>	<i>First Attendances</i>	<i>Subsequent Attendances</i>	<i>Injections for Syphilis</i>	
1939 .	4,826	909	2,280	73,779	38,821	9,176	129,791
1940 .	5,139	747	2,584	77,048	39,364	13,423	138,305
1941 .	5,841	720	3,333	86,176	46,235	19,065	161,370
1942 .	5,648	746	2,519	85,718	48,102	21,224	163,957
1943 .	5,813	617	2,929	90,531	42,507	19,190	161,587
1944 .	6,333	717	2,978	107,654	46,979	20,477	185,138
1945 .	5,475	565	2,923	114,308	42,183	29,183	194,637
Total	39,075	5,021	19,546	635,214	304,191	131,738	1,134,785

The following are the total cases (Government Employees) treated by the District Surgeon, Butha Buthe, for the years 1939-45:—

1,031, 1,195, 1,139, 1,059, 1,086, 1,499, 1,683 respectively—Total 8,692.

## 8. FINANCIAL POSITION

There has been a steady improvement in the finances of the Territory over the last few years. The accumulated surplus balance at the beginning of the war was approximately £200,000. On 31st March, 1946, this balance stood at £518,000. All the main heads of revenue have shown marked increases, particularly Customs receipts, which rose from £175,000 in 1941 to an estimate of £330,000 for 1946-47. War-time taxation in the form of increased Income Tax and excess profits duty has also substantially benefited the finances of the Territory. Due to the financial improvement, it was found possible during the war to make a gift of £100,000 to His Majesty's Government, and later for an interest-free loan of £130,000.

Revenue from all sources in 1941-42 was £463,000. The estimate for the year 1947-48 is £861,000. Expenditure has also progressively increased, from £420,000 in 1941-42 to an estimate of £788,000 in 1947-48. This improvement in the financial position has made it possible to carry out a policy of development and expansion of social services. For example, expenditure on education has increased from £74,000 in 1941 to an estimate of £158,000 in 1947-48. Expenditure on medical services has increased from £36,000 to £69,000, and capital expenditure on public works from £18,000 to £55,000, agriculture and veterinary services from £38,000 to £79,000 over the same period.

A ten-year programme for development schemes has been authorised under the Colonial Development and Welfare Act, 1945, and the amount authorised under this Act is £830,000, which has been allocated provisionally as follows:—

Agriculture . . .	£282,000
Medical and Health . . .	108,375
Education . . .	106,000
Public Works . . .	333,625
	<hr/>
	£830,000



On 1st April, 1946, a National Treasury was formed in Basutoland as a part of the Native Administration structure. The revenue of this Treasury is mainly derived from a percentage share of the Native Tax collection and from fines levied by the Native Courts. These funds are under the control of a Finance Committee. In order that this Treasury could have a fair start, and not be encumbered with heavy charges in capital expenditure, new offices and equipment were provided by the Central Government from public funds. In addition, the Central Government contributed a sum of £49,000 as a reserve fund and to provide the initial cash to commence business.

### *Post Office.*

Due to normal development both revenue and expenditure showed a steady yearly increase during the period 1939-45. Five new postal agencies were opened in the mountain areas and one agency was raised to a sub-office. One telephone agency was opened and four telephone operators were replaced by Africans.

A thrift campaign which was launched during the period 1943-46 resulted in 14,972 new depositors, mostly the dependants of soldiers serving in North Africa and Italy, who were encouraged to save part of their monthly allotments. A sum of £135,473 was deposited in Post Office Savings Banks as a result of this campaign.

The deferred pay and gratuities of soldiers on demobilisation during 1945 and 1946 were also paid into the Post Office Savings Bank. Although they were encouraged to save as much as possible, it is significant that by the end of the year approximately £500,000 had been withdrawn. Deposits and withdrawals are now back to normal.

In addition to allotments, money was remitted by soldiers to their dependants in the form of British postal orders amounting to approximately £400,000 in value during the period from 1942 to 1946.

### 9(a) SUMMARY OF THE MAIN LEGISLATION FROM 1939 TO 1945

1939. Basutoland Emergency Powers (Defence) Proclamation No. 35 of 1939.  
 Basutoland Warlike Stores Exportation Proclamation No. 38 of 1939.  
 Basutoland Trading with the Enemy Proclamation No. 50 of 1939.  
 Basutoland Income Tax (Consolidation) Proclamation No. 56 of 1939.  
 Basutoland Defence Regulations published in High Commissioner's Notice No. 148 of 1939.  
 Basutoland Income Tax Regulations published in High Commissioner's Notice No. 183 of 1939.
1940. Basutoland Registration of United Kingdom Trade Marks Proclamation No. 3 of 1940.  
 Basutoland Deputy Resident Commissioner Proclamation No. 39 of 1940.  
 Basutoland Pensions (War Service) Proclamation No. 44 of 1940.  
 Basutoland Mounted Police (War-time Service) Proclamation No. 55 of 1940.

1940. Basutoland Rules for the registration of United Kingdom Trade Marks published in High Commissioner's Notice No. 15 of 1940.
1941. Basutoland Care of Overseas Children Proclamation No. 10 of 1941.  
 Basutoland Official Secrets Proclamation No. 28 of 1941.  
 Basutoland Rules of the High Court, published in High Commissioner's Notice No. 8 of 1941.  
 Basutoland Legal Practitioners Rules published in High Commissioner's Notice No. 55 of 1941.
1942. Basutoland Native Labour Proclamation No. 5 of 1942.  
 Basutoland Native Tax Proclamation No. 7 of 1942.  
 Basutoland General Interpretation Proclamation No. 12 of 1942.  
 Basutoland Trade Unions and Trade Disputes Proclamation No. 17 of 1942.  
 Basutoland Prohibition of Deposits Proclamation No. 24 of 1942.  
 Basutoland Wheat Control Proclamation No. 26 of 1942.  
 Basutoland Wool Packing and Marketing Proclamation No. 28 of 1942.  
 Basutoland Personal and Savings Fund Levy Proclamation No. 35 of 1942.  
 Basutoland Labour Regulations published in High Commissioner's Notice No. 62 of 1942.
1943. Basutoland Concealment of Birth Proclamation No. 3 of 1943.  
 Basutoland Importation of Livestock Proclamation No. 24 of 1943.  
 Basutoland Subordinate Court Rules, published in High Commissioner's Notice No. 111 of 1943.
1944. Basutoland Judicial Commissioner's Proclamation No. 16 of 1944.  
 Basutoland Mounted Police Proclamation No. 22 of 1944.  
 Basutoland Mounted Police Regulations published in High Commissioner's Notice No. 89 of 1944.  
 Agreement with the Union of South Africa to prevent double Death Duties, published in High Commissioner's Notice No. 139 of 1944.  
 Basutoland Government Reserves Regulations, published in High Commissioner's Notice No. 155 of 1944.
1945. Basutoland Commissioners of Oaths Proclamation No. 13 of 1945.  
 Basutoland Nurses and Midwives Proclamation No. 14 of 1945.

### 9(b) JUDICIAL COMMISSIONER'S COURT

This Court was given jurisdiction under Proclamation 16 of 1944 to hear appeals from the Paramount Chief's Court at Matsieng.

It is a Circuit Court with headquarters in Maseru, and the Judicial Commissioner holds periodical sessions at District Administrative Centres. It is hoped in the future to increase this to two sessions a year.

Under the old system civil appeals from the Paramount Chief's Court were heard by District Commissioners, from whom there was the right to appeal to the High Court.

The Judicial Commissioner's Court was constituted for three reasons :—

- (1) To relieve District Commissioners of the burden of hearing appeals and so to enable them to devote more time to their



administrative duties and to the supervision of the newly-constituted Native Courts ;

- (2) to secure uniformity throughout the Territory in the interpretation of Basuto law and custom and in the procedure of trials conducted in the Native Courts ; and
- (3) to expedite the hearing of appeals when lodged.

The new Court is working well, though the number of appeals heard in each District has been far greater than was anticipated. This was due probably to the novelty and prestige of the Court and to the fact that appellants found justice was being done.

A number of appeals were found to be frivolous. These are gradually being reduced by the Court awarding costs to the respondent.

Many defects and irregularities in the conduct of cases in the Native Courts are being rectified, and this, together with the award of costs, should have the desired effect of reducing the number of appeals lodged from the judgements of the Paramount Chief's Court.

There is no appeal as a matter of right from the judgement of the Judicial Commissioner's Court to the High Court. Leave to appeal must be obtained from the Judicial Commissioner, but is granted only in the following cases :—

- (a) Upon any question of law or of native law and custom reserved by the Judicial Commissioner at the instance of either party or of his own motion ; or
- (b) upon the certificate of the Judicial Commissioner that it is a fit case for appeal on any other ground which appears to him to be a sufficient ground of appeal.

Where leave to appeal is refused, the party concerned can petition the High Court for an order on the Judicial Commissioner to release the appeal.

Since the Court was instituted the following appeals have been heard :—

	<i>Appeals Heard</i>	<i>Judgments Reversed</i>	<i>Percentage</i>
1944 . . .	94	25	26.59
1945 . . .	258	55	21.3
1946 . . .	454	75	16.52

#### 10. THE RAND AGENCIES

##### *Progress and Development Since 1938.*

In order to trace the progress and development of the Agencies for the High Commission Territories established on the Witwatersrand at Johannesburg, Springs and Randfontein, it is necessary to recall that during the year 1932 a temporary office was opened at Johannesburg for the collection of tax only. This office was under the charge of a senior District Commissioner and during the period from the beginning of March to the end of July 1932, the sum of £21,937 was collected. In January, 1933, the Agency at Johannesburg was reopened under the charge of an Assistant District Commissioner, and it has been maintained ever since.

In his Report published in 1935 (Cmd. 4907) Sir Alan Pim referred to the Basutoland Government Agency at Johannesburg as an excellent feature, and recorded that, regarded merely as a revenue collecting agency, it had fully justified its existence, but that its general welfare activities were of even greater importance. It was then still treated as being in the experimental stage, but in January, 1936, it was established on permanent lines as an agency for the three High Commission Territories. The staff was then an Assistant District Commissioner and a clerk, with eight African tax collectors, but in 1938 with the demands made upon the agency by the increasing mining activity on the Rand it was necessary to increase the staff of administrative officers to three, Bechuanaland and Swaziland each providing one.

The cost of the agency is shared between the three Administrations in the following proportions:—

Basutoland	.	.	.	.	.	75 per cent.
Bechuanaland Protectorate	.	.	.	.	.	15 „
Swaziland	.	.	.	.	.	10 „

but for purposes of accounting, discipline, etc., the agency is administered by the Resident Commissioner of Basutoland.

Owing to the great distances travelled on the Witwatersrand by members of the agency at Johannesburg, and in order to control the ever widening scope of the agency it was considered expedient to open sub-agencies at Springs on the East Rand and Randfontein on the West Rand. This was done in April, 1940. The sub-agency at Springs was placed in charge of the Administrative Officer from Swaziland, while that at Randfontein was under the control of the Administrative Officer from Bechuanaland, both being subordinate to the Basutoland Government Representative at Johannesburg. The staffs at the three agencies were then:—

Johannesburg	.	.	One Assistant District Commissioner, one clerk, one African motor-driver, five African tax clerks and one night-watchman.
Springs	.	.	One Assistant District Commissioner, five African tax clerks and one night-watchman.
Randfontein	.	.	One Assistant District Commissioner, four African tax clerks and one night-watchman.

In 1942 the designation of the Administrative Officer at Johannesburg was changed to that of Agent for the High Commission Territories, while those at Springs and Randfontein became Deputy Agents for the High Commission Territories respectively. The title of the European Clerk at Johannesburg Agency was changed to that of Secretary. Owing to the great increase in correspondence caused by the expansion of welfare work an African correspondence clerk was appointed at Johannesburg in 1942.

In April, 1944, major changes in the staffing arrangements at the Rand Agencies were approved in order to release the Agent and the Deputy Agents from much of the routine of tax collection, and to enable them to



devote the greater part of their attention to consular work amongst the natives from the Territories. The major changes in the establishment were as follows :—

- (a) The Agent's rank was raised to that of District Commissioner. This would enable him to mix freely and on a more equal footing with the influential officials of the Union Government and the Chamber of Mines, with whom he is in constant contact ;
- (b) an additional Deputy Agent would be stationed at Johannesburg to assist the Agent in his consular work and to supervise the routine business of the office—owing to the establishment of Administrative Officers in Basutoland not being up to strength this appointment has not yet been made ;
- (c) European clerks were stationed at Johannesburg, Springs and Randfontein. These officers would collect the tax under the supervision of the three Deputy Agents who would then be left free to deal with their all-important duties of attending to the welfare of the African labourers in the mines and industries of the Rand ;
- (d) additional African correspondence clerks were appointed at Johannesburg, Springs and Randfontein and a policeman was appointed at Johannesburg to assist in the collection of tax.

The annual collections of tax through the agency since 1938 were as follows :—

<i>Financial Year</i>	<i>Basutoland</i>	<i>Bechuanaland</i>	<i>Swaziland</i>
	£	£	£
1937-38 . . .	43,257	7,352	10,933
1938-39 . . .	47,387	8,757	10,596
1939-40 . . .	49,305	7,244	8,642
1940-41 . . .	67,674	12,117	10,027
1941-42 . . .	69,970	13,356	11,525
1942-43 . . .	78,677	14,129	12,213
1943-44 . . .	67,359	13,176	10,140
1944-45 . . .	74,769	13,258	11,089
1945-46 . . .	76,378	15,620	12,107

The collection of tax is not confined to Basuto, Bechuana and Swazis working in the mines or industries on the Witwatersrand only, but the agency keeps in touch with Territorial Natives wherever they are employed in any numbers and regular trips are made to labour centres such as Pretoria, Vereeniging, Witbank, Klerksdorp, Kroonstad, Kimberley, Bloemfontein, Durban and the Natal coal-mines.

Perhaps the greatest service rendered by the agency is in keeping the mine-workers in touch with their homes and in tracing missing relatives or ensuring the repatriation of men who have been away from their homes for long periods, but, working in close association with the Union Native Affairs Department and with the Chamber of Mines, much has been done to improve the conditions under which natives from the Territories are employed and to adjust differences between the natives and their employers as they arise.

## APPENDIX II

### Basuto National Treasury

The inauguration of the Basuto National Treasury on 1st April, 1946, is a matter of such exceptional interest and constitutional importance that further particulars relating to it and to its effect upon the Native Courts are given in this appendix. The main functions of the Treasury are to collect Native Tax on behalf of the Central Government, to bring to account all fees and fines from the re-organised Native Courts and other sources of revenue, to make payments in accordance with the approved Estimates of the year, to prepare the annual Estimates of revenue and expenditure, and make arrangements for the disposal of stray stock sent in by the Chiefs. It will thus be seen that the Native Administration is being entrusted with certain financial duties which to a large extent were formerly discharged by the central Government, and the result of the first nine months of the life of the Treasury has fully justified the Government's confidence in the ability of the Basuto to discharge these functions, at present under supervision by officers of Government.

#### *Native Tax.*

From 1st April Native Tax has been payable at two rates, 34s. for the ordinary taxpayer and 40s. for certain categories of taxpayers. These rates replaced the old tax of 25s. plus an education levy of 3s. The collectors, who were previously paid by Government, are now paid by the National Treasury, and greater stress is now laid on the responsibilities of the Chiefs to see that the people pay when called on to do so. The results so far are satisfactory, the collection within the Territory for the period 1st April, 1946, to 31st October, 1946, being £108,892 compared with £75,924 for the period 1st April, 1945, to 31st October, 1945. This represents an increase of £32,968 or 43 per cent. over the collection for the same period in the previous year.

Before the establishment of the National Treasury, some 1,350 courts were conducted by Chiefs, sub-Chiefs and Headmen, who retained the fines which they imposed in criminal cases. With the inception of the National Treasury the principle that moneys received from fines were public moneys, and should be paid into the National Treasury, was laid down, and the Courts, which were reduced to a number capable of adequate supervision—viz., 123—were staffed with paid officials, fees were instituted, and all fees and fines had to be paid into the National Treasury. The proceeds from this source exceeded all expectations, up to the end of October, for example, fees collected amounted to over £6,000 whereas the estimate for the whole year was only £2,000, and fines amounted to £13,500, against an estimated collection for the whole year of £15,000.

On the inauguration of the National Treasury and the reduction of the Courts, the Chiefs were placed on fixed salaries in lieu of the receipts which formerly accrued from Court fines and stray stock, and their payment is undertaken by the National Treasury.



There is still dissatisfaction on the part of some of the Chiefs, sub-Chiefs and Headmen, whose salaries are lower than the income which they formerly derived from Court fees and stray stock, but complaints are infrequent, and they realise that they are, even at present rates, receiving suitable remuneration for the work which they discharge in connection with administration generally and the Courts.

The affairs of the National Treasury are managed by a Finance Committee appointed under the legislation, constituting the Treasury, from which the following excerpt is taken :—

“ There shall be appointed a Finance Committee consisting of two representatives of ability and character from each of the nine districts and sub-districts, one from each district or sub-district to be nominated by the Paramount Chief and the other to be elected by the Basutoland Council. Not less than twelve members shall form a quorum. . . . ”

Their duties are (a) to advise the Paramount Chief and nation regarding national finance ; (b) to consider and to co-ordinate all demands made for national services ; (c) to prepare estimates for consideration by the Paramount Chief and Basutoland Council ; (d) to make recommendations for the re-allocation of any provision in estimates or for any additional provision ; (e) to supervise generally the National Treasury ; (f) to conduct on behalf of the Paramount Chief surprise checks and visits of inspection at the offices of the Treasurer and sub-accountants.

The Finance Committee held meetings during the year, and submitted a number of recommendations for supplementary expenditure in respect of services which had been overlooked when framing the first budget, provision for which had been under-estimated. Towards the end of the calendar year the Committee also prepared draft Estimates for the year 1947–48, which were subsequently passed by the Basutoland Council and the Regent, and were then submitted to the Resident Commissioner for consideration and transmission to the High Commissioner for approval.

A number of audits of the sub-accountant's office in each District and of the central Treasury office at Matsieng have been conducted by the Financial Secretary, who acts as auditor of the National Treasury, and his report on the work so far performed indicates that the Treasury staff have carried out their duties in a very satisfactory manner.

The approved Estimates for 1946–47, the first year of the National Treasury's life, are as follows :—

<i>Revenue, 1946–47</i>		<i>Expenditure, 1946–47</i>	
	£		£
I. Share of Native Tax	71,500	A. Administration	84,109
II. Court (i) Fines	15,000	B. Development	5,755
(ii) Fees	2,000	C. Capital Works	600
III. Stray Stock	2,000		
Total Revenue	<u>£90,500</u>	Total Expenditure	<u>£90,464</u>







